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REGION 5 U.S. FOREST SERVICE SILVICULTURAL PROGRAM

ORIGINAL

OVERSIGHT HEARING

BEFORE THE

SUBCOMMITTEE ON GENERAL OVERSIGHT, NORTHWEST POWER, AND FOREST MANAGEMENT

OF THE

COMMITTEE ON INTERIOR AND INSULAR AFFAIRS HOUSE OF REPRESENTATIVES

NINETY-NINTH CONGRESS

FIRST SESSION

ON

REGION 5 U.S. FOREST SERVICE SILVICULTURAL PROGRAM

HEARING HELD IN SAN FRANCISCO, CA
JULY 8, 1985

Serial No. 99-7

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NOTE.—The first listed minority member is counterpart to the subcommittee chairman.

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REGION 5 U.S. FOREST SERVICE SILVICULTURAL PROGRAM

MONDAY, JULY 8, 1985

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON GENERAL OVERSIGHT,
NORTHWEST POWER, AND FOREST MANAGEMENT,
COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
Washington, DC.

The committee met, pursuant to notice, at 9 a.m., Ceremonial Courtroom, 19th floor, Federal Building, 450 Golden Gate Avenue, San Francisco, CA, Hon. James Weaver (chairman of the subcommittee) presiding.

Mr. WEAVER. The Subcommittee on General Oversight, Northwest Power, and Forest Management of the U.S. House of Representatives, Committee on Interior and Insular Affairs, will be in session. We meet today in this oversight hearing to examine the Region 5 U.S. Forest Service Silvicultural Program.

In March of this year, Ms. Cherry DuLaney, a forester employed by the U.S. Forest Service in the Tahoe National Forest submitted to her employers a report prepared during an agency-sponsored management training course. Ms. DuLaney surveyed 98 Forest Service silviculturalists on the national forests in region 5 to determine what effect, if any, the budgeting and reportings systems have on the quality of on-the-ground site preparation, reforestation by planting, release, and precommercial thinning.

She concludes that falsification and misrepresentation occur often enough to cast doubt on the reliability of the present reporting system and that targets, not on-the-ground needs, are viewed as the driving force in silvicultural work.

If true, Ms. DuLaney's findings raise serious questions about the way our national forests are being managed. Current harvest levels are based on projections of future growth. Those projections in turn are calculated on the basis of reforestation, timber stand improvement, and other silvicultural treatments performed today. If those treatments are not in fact being carried out, future growth projections may not be met and we would, in effect, be mining our national forests.

The Forest Service subsequently reviewed silvicultural policies and practices on several ranger districts in region 5 agreeing with many of Ms. DuLaney's findings and recommendations but challenging other of her methods and conclusions. An action plan to remedy some of the problems identified in the DuLaney report has been developed by the regional office and approved by the chief of

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the Forest Service. We will hear more about the details of the action plan in a few moments from Regional Forester Zane Smith.

We will hear testimony this morning from Mr. Smith and Ms. DuLaney as well as other interested persons about the forest management implications of the DuLaney and Forest Service review team reports to determine what, if any, changes are needed in Forest Service silvicultural practices.

The DuLaney report has generated a great deal of concern within and without the Forest Service. I share many of those concerns, particularly since I do not believe the problems identified by Ms. DuLaney are limited to region 5. We are not here, however, to make any formal conclusions or recommendations with regard to Forest Service Silvicultural Program. We will take back to Washington the testimony and evidence received today to evaluate and share with our colleagues. If our review indicates that additional action is warranted, we would make appropriate recommendations at that time.

And finally, I want to caution the witnesses before we begin that we are operating on a very tight time schedule today. We must conclude the hearing by 11:45. Therefore, I will have to ask that after the Forest Service has completed its testimony, witnesses limit their oral presentations to 5 minutes. Without objection, hearing none, your entire written statements will be made a part of the hearing record. I also welcome written statements from anyone else who would like to share their views with the subcommittee. The hearing record will be held open for 10 working days to receive any such statements without objection.

And we welcome our distinguished colleague, the ranking minority member of this subcommittee, a man on whom I rely, have great trust in and a very fine, proud member of the U.S. House of Representatives from the State of California and we recognize him for any opening remarks he might wish to make, the gentleman from California.

[EDITOR'S NOTE.—The prepared statement of Chairman Weaver may be found in the appendix. See table of contents for page number.]

Mr. PASHAYAN. Thank you very much, Mr. Chairman. Sorry to be running late here. In the interest of time I shall just with your leave enter my opening remarks.

Mr. WEAVER. Without objection.

Mr. PASHAYAN. It is very good to be here. I should like to welcome my good friend and senior colleague to California from his beautiful State of Oregon. He is very lucky. I remember driving through Oregon something like 20 years ago and when I was going to Fort Lewis, WA, in the Army, that was the first time I had been to Oregon and really had the impression that they whitewashed the entire countryside everyday; it looks scrubbed and cleaned. I am sure through many of the great efforts from my friend and colleague from Oregon that the State looks the same today in very pristine condition.

Mr. WEAVER. I'll tell my friend it certainly does and we thank him for driving through and not stopping off.

Mr. PASHAYAN. Well, as a matter of fact I think I spent the night in Portland.

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Mr. WEAVER. Good, well let me tell you, our policy has somewhat changed now since we've had a depression for 5 years and we welcome you to stay and spend all the money you can.

Mr. PASHAYAN. Well, no, I should just like to comment that perhaps we have had a depression for 5 years but that is of a higher scale then what preceded it.

[EDITOR'S NOTE.—Prepared statement of Hon. Charles Pashayan, Jr., may be found in the appendix. See table of contents for page number.]

Mr. WEAVER. Very good. Well, the subcommittee will call as its first witnesses Mr. Zane Grey Smith, Regional Forester, region 5, U.S. Forest Service and Ms. Cherry DuLaney, Forester, the Tahoe National Forest, U.S. Forest Service. Won't you please both come up.

Thank you very much, and Zane won't you proceed with your testimony please.

Mr. SMITH. Thank you, Mr. Chairman, Mr. Pashayan. Welcome, Mr. Chairman, to California and in some respects back to San Francisco for you.

[Prepared statement of Hon. Zane G. Smith Jr., may be found in the appendix.]

STATEMENT OF HON. ZANE G. SMITH, JR., REGIONAL FORESTER, PACIFIC SOUTHWEST REGION, FOREST SERVICE, U.S. DEPARTMENT OF AGRICULTURE

Mr. SMITH. We appreciate this opportunity to review concerns about the reforestation program on the national forest in California.

I would like to review the background and implications of Ms. DuLaney's study, the findings and recommendations of the Forest Service review team that looked into the matter and the actions we intend to take here in California.

My written testimony has been provided for the record; if you will permit me, I'll highlight it for you.

Mr. WEAVER. Thank you.

Mr. SMITH. During the summer of 1984, Ms. DuLaney and 15 other midcareer professionals in the region attended a 6-week management development program at Hayward State University. As part of the program, participants wrote papers on topics pertinent to their work. Ms. DuLaney's study was based on confidential and anonymous responses to a questionnaire sent to 159 silviculturalists and other professionals engaged in our reforestation program.

We encouraged the study to improve current procedures and elicit concerns field personnel may have about the program. The study was made public soon after it had been completed.

The primary objective of our reforestation program is to assure fully stocked, and free-growing timber stands in support of a sustained flow of timber products. Quality as well as quantity is essential. We expect high professional standards and a conscientious approach from our employees.

Responses to the questionnaire suggested that these objectives were not consistently being met. They revealed that some field personnel did not understand the budgeting and management process-

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es including the negotiation process. Some of our employees believed that the budget procedures tend to emphasize acres of project work rather than quality.

Budget estimates developed in advance of budget allocations have in a time of rapid inflation been less then actual costs. The nonavailability of herbicides has necessitated alternative treatments which are often more costly and less effective. Employees must meet targets regardless of their on-the-ground knowledge that projects are unlikely to succeed or contribute to the reforestation objectives. And lastly, some employees believe that line officers and work supervisors are perceived to discourage attempts to renegotiate reforestation targets that our people believe to be unrealistic.

I would like to point out that while Ms. DuLaney's paper focused on these problem areas, it also noted that 98 percent of the respondents believed they have been achieving targets at a medium to high quality level within the last 5 years.

Shortly after the study paper was issued, the Chief and I called for a national review to assist us in determining the necessary actions to correct any deficiencies in our program. There were several issues addressed by the team:

One, are individual performance evaluations and one's career too heavily dependent on annual target achievement?

Two, do target and budgeting procedures inhibit or intimidate field personnel from doing a good quality job?

Three, does region 5's ban on herbicides in controlling weed and brush competition cause field level frustration?

Four, is there a misrepresentation of reforestation target accomplishments?

Five, are there disadvantages to the Forest Service can-do mindset? And, last, is there a need for improved communications of management direction rationale for decisions and feed back from field people on problems they might encounter?

This team found that people are concerned about targets but the majority agreed that targets had only a moderate effect on long-term career development. Over 90 percent agreed with the present performance and career advancement systems.

The team concluded that employee frustration could be relieved if we better communicated our desire and willingness to respond to employee concerns. They recommended that managers at the region, forest, and district levels involve themselves much more actively in addressing field concerns about the effects of meeting or adjusting targets on evaluation and careers.

The team found no evidence of fraudulent or improper reporting accomplishment on the forests that they visited. Because professional opinion about quality and need for work may differ, some allowance needs to be made for individual interpretation. They attributed, this is the team now, they attributed admissions of falsification in the questionnaires partly to differences in perception and evaluation of projects and to frustration with the perceived management concern with targets more than with quality work. However, because falsification is a serious matter, the team recommended we improve methods for verifying reported work and that each field unit inventory its reforestation accomplishments to determine whether misrepresentation actually did occur.

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The team found that the existing process for renegotiation of targets was a source of frustration. Although procedures are in place, people doing the project work may not know or understand the process and many believe that forest and regional managers discourage and are unsympathetic to such requests. The team recommended that we clearly communicate our intention and willingness to address problems that field personnel have regarding the budgets and targets.

As you know, Mr. Chairman, in 1984, the ninth circuit affirmed a district court injunction against the use of herbicides. Although not technically applicable to this region, I at that time temporarily suspended our use of herbicides. The team, the review team now noted that the suspension in region 5 greatly increased the difficulty of achieving satisfactory regeneration. This also contributed to a sense of frustration felt by our field personnel. Site preparation and brush control by manual methods does not necessarily ensure seedling survival. Targets, the funding for which was based on the assumption that herbicides would be available could not be met with more costly site preparation and brush control techniques. In a few instances planned work that had a high risk of failure was done to meet assigned targets.

The team recommended that reforestation project costs be adjusted to reflect the higher unit cost and the risk of failure due to the unavailability of herbicides.

Now in response to these findings and recommendations, we have prepared an action plan. I'd like to recount to you a few of the key features of that action plan. First, to allay employee concerns about the effect of targets on evaluation and careers, the regional forester and all work supervisors will conduct meetings to explain how targets and budgets are formulated and renegotiated. More frequent internal communication and interchange through review and assistance trips to the field will be carried out to ensure that concerns about targets and budget are addressed.

Second, to restore confidence that quality is essential, we will revise the region's budget procedures to focus on both quality and quantity. Unit cost will be determined realistically and will reflect the effect of the currently suspended herbicide use. We will also recognize needed treatments that are not part of the annual targets. Targets will be clarified so that they focus on the desired end result and accomplishments will be tied to site-specific locations.

To deal with the effect of herbicide suspension, we will assess our ability to meet timber sales targets, including the appropriateness of unit costs and any necessary adjustments will be negotiated.

To verify that the quality and quantity of work was done as reported, we will establish a special sampling method. Each forest will validate its reforestation accomplishments using a team approach and we plan to include a technically competent outside representative as a member of these teams.

Last, employees will be encouraged to report any falsification they believe to have occurred through existing reporting systems and other means that we intend to look at.

In conclusion, Mr. Chairman, let me just say that the study report and the review team report did not find that our employees are a group of laid back, casually involved, uncommitted people

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with little concern about adequately reforesting their national forests. Quite the contrary. There is every indication that they are highly committed to their work.

I would say too that although we are not happy with Cherry DuLaney's findings, we are pleased and grateful that she was able to uncover these problems so that we could fix them. We intend to do just that as well as continue the special development and training of our promising young professionals.

This concludes my formal statement, Mr. Chairman. I would be pleased of course to answer any questions you may have. Ms. DuLaney is with me and inasmuch as she is a professional silviculturalist, I can call upon her to assist me with any technical questions you might have. Thank you.

Mr. WEAVER. Thanks very much, Zane. Ms. DuLaney, you have a statement, would you present it please.

[Prepared statement of Hon. Cherry J. DuLaney may be found in the appendix.]

STATEMENT OF HON. CHERRY J. DuLANEY, FORESTER, TAHOE NATIONAL FOREST, PACIFIC SOUTHWEST REGION, FOREST SERVICE, U.S. DEPARTMENT OF AGRICULTURE

Ms. DuLANEY. Mr. Chairman and members of the subcommittee, my name is Cherry DuLaney. I work as a forester on the Tahoe National Forest of the Pacific Southwest region——

Mr. WEAVER. Would you speak up please. You want to get the mike nearer to you please, I cannot hear you.

Ms. DuLANEY. I work as a forester on the Tahoe National Forest of the Pacific Southwest region of the U.S. Forest Service. I began working for the Forest Service as a volunteer on the Eldorado National Forest in 1974. I worked an additional three seasons on the same forest in fire, recreation, and timber. In 1978, I was recruited by the Forest Service and hired as a cooperative education student working with time interspersed for my educational commitments. I began permanent employment as an assistant district silviculturist on the Ochoco National Forest in Oregon after graduating from Humboldt State University in 1980. I resigned for personal hardship reasons in 1981 and moved to California seeking reinstatement nearer my family. I was reinstated in 1982 on the Tahoe National Forest as an assistant district silviculturist.

In August 1984, I was selected along with 15 others from among 50 candidates nominated throughout the region to attend an intensive, 6-week leadership development program at Hayward State University. The program was called learning today to lead tomorrow, or LT squared for short. One of the thrusts of the program was to examine the way the Forest Service as an organization does business and to seek ways to improve the quality of work and life in the agency. Our logo became no business as usual. Following the lead of Max Peterson, Chief of the Forest Service, in examining our traditional methods, all aspects of Forest Service business were open for review and recommended improvements.

My study,"The Effects of Annual Targets and Budgets on Reforestation and TSI Programs and Project Quality in Region 5,"was written to meet requirements for the LT Squared Program. One

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thesis criterion for all studies was to be practical in focus with some clear benefit to the organization. After considering several possible topics, I decided to address reforestation and timber stand improvement [TSI] quality. The purpose of my study was to assess what effects, if any, the current budgeting and reporting systems have on the quality of site preparation, planting, release, and precommercial thinning work programs in the region.

I developed a questionnaire to identify any problems that may exist at the district level, the extent to which they may occur and to elicit suggestions to improve the quality of reforestation and TSI projects in region 5. Issues in the questionnaire were identified using open-ended questions during discussions with seven Forest Service employees before the questionnaire was developed. The rough draft questionnaire was reviewed by Dr. Francis Cooper of Hayward State University to eliminate question bias.

Using a regionwide timber and silviculture personnel list maintained by the regional office, prequestionnaire letters and a 32-page questionnaire were sent to 159 persons involved in district silviculture in California on forests with annual sell targets greater then 15 million board feet. The attempt, using the regional office personnel list, was to survey 100 percent of the district people involved in applied silviculture on the timbered forests in California.

The prequestionnaire letters and the questionnaires were sent to the selected employees in Forest Service confidential envelopes. I requested responses to be returned anonymously and pledged confidentiality to the respondents; 62 percent of the questionnaires were returned before the deadline, a very high return rate in any case, but especially high considering the questionnaire's length and a short, 3-week turnaround time.

I then tabulated the responses of the returned questionnaires and wrote the report. I presented my findings before a management panel at the regional office February 28, 1985. The report was designed for in-house use. It was written both as a feedback mechanism for management and to improve the quality of reforestation and TSI in the region. The study focuses attention on areas of field concern. The study is a relative indicator of the perceived problem areas and provides a general idea of their magnitude. I recognized the mathematical limitations of my expanded data and stated up front that I viewed them only as reasonable approximations. Again, the expanded acre and dollar figures were useful for in-house examination and indicate the relative magnitude of problem areas where improvement is needed.

It was extremely clear in reviewing the returned questionnaires that the respondents were dedicated to their profession and have great pride in their work. They are committed to pursuing excellence in accomplishing the tasks given to them. They both want to do a quality job, and know how to do it. Many of the respondents are frustrated, yes, but the frustration appears to me to be a symptom, a result of often having to work within a system that appears not to be adequately flexible to meet changing on-the-ground needs. Based on the tone and general attitudes expressed by the respondents and their questionnaires, I believe the herbicide suspension is indeed an additional cause of frustration, but not the only frustration expressed by the respondents.

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I hope the discussion today helps to clarify the issues and difficulties faced by Forest Service employees in carrying out congressional direction and mandates.

This concludes my statement.

I would be happy to answer questions.

Mr. WEAVER. Thank you, Ms. DuLaney, I congratulate you on your work and I want to say that whatever the outcome, that sort of thing is very valuable and you are to be complimented and congratulated for your conscientious work.

Ms. DULANEY. Thank you.

Mr. WEAVER. Zane, how is the DuLaney report made public, in what manner? Ms. DuLaney said it was intended to be an in-house report; your testimony says it was made public. How was it made public?

Mr. SMITH. It was made public after a draft that had been reviewed by a committee that she was working with. It was made available, by whatever means I'm not sure but made available to some outside people. Once this was done, we quickly then went ahead and finalized the report and we sent it out to a mailing list of people that we felt would be interested in it, groups and individuals that follow the reforestation and timber management programs in this region. It was then also provided to the news media and to——

Mr. WEAVER. By the Forest Service?

Mr. SMITH. By the Forest Service, yes.

Mr. WEAVER. Before the stories broke on it?

Mr. SMITH. I don't think that is necessarily the case. The draft report did make its way to outside folks prior to its finalization and as you may recall Randy O'Toole, in Eugene, noted it in his periodic land management planning newsletter. At that point however, the report was not final but it was finalized and we did release it.

Mr. WEAVER. Ms. DuLaney, you do not mention the word falsification in your testimony but it is a current remark extrapolated from your report that some members of the silvicultural community of the Forest Service in region 5 admitted anonymously to some falsification. Can you tell us about this?

Ms. DULANEY. I could refer you to one of the examples in my study where——

Mr. WEAVER. Please.

Ms. DULANEY [continuing]. Where I would prefer to go to it and read it rather than——

Mr. WEAVER. Please.

Ms. DULANEY. There was an example given in one of the questionnaires on page 16 of the study. One of the respondents said that they used an animal control fund number, which amounted to $104,000, that was supposed to go for contract gopher baiting—and Vexar tube maintenance to mark all timber except for 2 weeks when auditors were on forest. The respondent said that they accomplished 10 percent of the acres reported.

Mr. WEAVER. And, would you repeat that last sentence when you said in your——

Ms. DULANEY. I said that the respondent stated that they accomplished 10 percent of their reported acres.

Mr. WEAVER. Ten percent of their acres of what, due to what?

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Ms. DuLaney. They accomplished 10 percent of the reported acres that were supposed to be used for animal control.

Mr. Weaver. Oh, 10 percent of the animal control acres.

Ms. DuLaney. Correct.

Mr. Weaver. In order to accomplish all of their reforestation or what?

Ms. DuLaney. No, in the example given, it said that they took $104,000 that were designated for animal control——

Mr. Weaver. Right. And used it for sale preparation?

Ms. DuLaney. Correct.

Mr. Weaver. And sale preparation is just out looking at what trees in particular areas of the forest should be put up for sale at that given time and doing things like the survey work, is that correct?

Ms. DuLaney. In this particular instance the respondent stated that they used it to mark timber all year.

Mr. Weaver. Mark timber?

Ms. DuLaney. Correct.

Mr. Weaver. What does marking timber mean, what does that do?

Ms. DuLaney. Designating timber to be harvested by putting paint on it.

Mr. Weaver. In other words not a clearcut but a selected cut?

Ms. DuLaney. He did not state what kind of silvicultural system.

Mr. Weaver. But that was completely sales preparation having nothing to do with animal control, is that correct?

Ms. DuLaney. The respondent stated that it was used to mark timber rather than for animal control.

Mr. Weaver. Can you give us other examples? Is that just a lone example from your study?

Ms. DuLaney. This is the one example that I have in my study, yes.

Mr. Weaver. There's no other example of admission of falsification?

Ms. DuLaney. In the respondents questionnaires, this is the only one that I remember; this was the one that I put in my report and I do not have total recall of the others. This is the one that represented that.

Mr. Weaver. You got about 100 reports back, is that correct?

Ms. DuLaney. That's correct.

Mr. Weaver. And are you saying there was only one that admitted to falsification or are you saying it's the only one you remember now?

Ms. DuLaney. No; this is the only example that was given in terms of a verbal example, but if you go back and look specifically at the questions that I asked, appendix F, page 21 for example I asked the question "How often have you reported acres accomplished—site prepped—that were not done in the last 5 years?" and in that there were a number of respondents who indicated that they had done that.

Mr. Weaver. They had done what?

Ms. DuLaney. That they had actually reported acres accomplished that were not done.

Mr. Weaver. That were not done?

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Ms. DuLaney. Correct.

Mr. Weaver. A number, how many?

Ms. DuLaney. I'll have to go back to the beginning portion—page 5. Twenty-three percent of the respondents acknowledged reporting ghost acres, acres that were not actually site prepped that they reported they had done.

Mr. Weaver. Twenty-three percent of those responding.

Ms. DuLaney. Correct.

Mr. Weaver. Of the roughly 100 respondents?

Ms. DuLaney. Correct.

Mr. Weaver. Are there other questions? Now this is for site preparation, Ms. DuLaney?

Ms. DuLaney. That's right.

Mr. Weaver. How about respondents to your question on planting, the actual planting of the trees, new trees?

Ms. DuLaney. Six percent of the respondents acknowledged that they had reported acres accomplished in the last 5 years that were not actually planted.

Mr. Weaver. Now I want to emphasize and ask you to check my statement please that what we're talking about here is people who said that they put in reports that the task set for them was accomplished when it was not accomplished as opposed to actual on-the-ground failures, we're not talking about actual on-the-ground failures, we're talking about people saying that they accomplished the task when they now in your report admitted that they did not and 23 percent of the time respondents said in site preparation 6 percent in tree planting, is that correct. Have I made a correct assessment?

Ms. DuLaney. That's correct. We're not talking about plantation failure.

Mr. Weaver. Right. We're talking about the failures of report. Would you give us the same figures from your questionnaire on release?

Ms. DuLaney. Four percent acknowledged claiming acres accomplished in the last 5 years that were not actually released.

Mr. Weaver. Precommercial thinning?

Ms. DuLaney. Eight percent acknowledged reporting acres accomplished in the last 5 years that were not actually thinned.

Mr. Weaver. Ms. DuLaney, I know the questionnaires were returned to you anonymously so you don't know the individuals reporting them nor will I probe into that; however, did you have any way of indicating geographically, where the respondents were located? Did these come from any particular area in region 5 as opposed or were they scattered?

Ms. DuLaney. No; I do not. I surveyed all the timbered forests and in the overview section and for the background information I requested I did not ask for information by geography because I did not——

Mr. Weaver. So you don't know where these particular reports came from?

Ms. DuLaney. That is correct.

Mr. Weaver. They could have all come from one forest or they could have come evenly from all forests, is that——

Ms. DuLaney. That is correct.

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Mr. WEAVER. Would you comment on this please, Zane on what she has just told the committee.

Mr. SMITH. Well, as I pointed out, the review team that made the initial investigation into this matter did not uncover any instances of falsification of records. On the other hand they did not make a thorough audit of this. I think the matter is serious enough that we must inventory every national forest that is producing timber for this region and determine through a rather complete look whether we, in fact, have any falsification or not. If we do then we need to fix that, we need to open up our communications among our people so that that doesn't happen again.

Mr. WEAVER. You mentioned just now that your team investigated or checked the performance reports. How could they without actual on-site investigation find out whether they were falsified or not?

Mr. SMITH. They did that, Mr. Chairman but they only visited three forests——

Mr. WEAVER. How many?

Mr. SMITH. Three forests.

Mr. WEAVER. Out of how many in region 5?

Mr. SMITH. Out of 18.

Mr. WEAVER. Out of——

Mr. SMITH. Out of 18 forests.

Mr. WEAVER. Eighteen forests in region 5, they visited three.

Mr. SMITH. Three.

Mr. WEAVER. Thank you.

Mr. SMITH. We have 12 forests that are timber producers. The southern California forests are not in timber production so I do not view that as adequate to dispose of this matter. This summer we intend to have every forest develop a—I do not want to use the word audit but some sort of a method of checking on the ground results with records to determine whether we have any falsification of records.

Mr. WEAVER. You say in your testimony that herbicides have been a difficulty for you in meeting targets—frustrating I believe was your word—and yet in your testimony you also say that targets have been achieved in the last 5 years. Would you explain what might appear to be a contradictory statement?

Mr. SMITH. OK. I can say two things about that. No. 1, our people have been very diligent in trying to find areas that we can accomplish our timber sale program and subsequent reforestation without the use of chemicals. I think at this point they have almost exhausted the opportunities. For example, we are unable to use mechanized equipment on slopes over 35 percent. That very quickly eliminates reasonably cost-effective mechanical means when you have to go to hand cutting.

Mr. WEAVER. Yet you have met your targets you say in your testimony but you have not had herbicides for what, 2 years, a year and a half?

Mr. SMITH. About a year and a half, 2 years. I think that is rapidly coming to a close.

Mr. WEAVER. What is coming to a close?

Mr. SMITH. Being able to meet RPA level targets without chemicals. In a part of our action plan which the Chief agreed to is to

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scale back our timber program consistent with the availability or unavailability of herbicides so you can not do this forever. There are short periods where you can move your timber sale program around and accomplish targets on more favorable ground.

Mr. WEAVER. Now, back to the idea that your team found no evidence of fraudulent reporting though they only investigated 3 forests out of 12 timber-producing forests and did not evaluate fully working the ground. The team goes on to say according to your testimony, Zane, that the admission of falsification was a matter of perception. Please explain that to me. That sounds a little bit like what one would read in a novel, although I do not mean to upgrade it to that point, by George Orwell.

Mr. SMITH. OK. I think what the team had in mind here is that what represents adequate work could vary depending on who is making that judgment. Let me give you some——

Mr. WEAVER. That is a value judgment in itself, is it not?

Mr. SMITH. It is. And who is to say who is right? But let me give you an extreme example which would maybe sort of clarify what I am trying to get at.

Mr. WEAVER. Fine.

Mr. SMITH. We no doubt have some silviculturalists, in fact I am sure we do because I have talked to them that feel we should in site preparation for example exclude practically every living thing on the site. That means getting rid of all grass, all shrubs, all herbs to make a very clean area for trees to grow.

Mr. WEAVER. Sounds like somebody that needs Freud, not a silviculturalist but go on.

Mr. SMITH. I think that it is quite possible that a silviculturalist who has that view and is frustrated by the lack of herbicides could say particularly if asked to do so anonymously that you know I am not reporting correctly acres accomplished. In fact, I'm leaving some shrubs and grass and herbs. Now that is an extreme example, I do not——

Mr. WEAVER. Now are you saying—is this hypothetical or are you saying this is an actual individual?

Mr. SMITH. I think there are individuals that——

Mr. WEAVER. Do you know of individuals like this?

Mr. SMITH. I have talked to individuals who feel that we have not gone far enough in ridding areas of——

Mr. WEAVER. Of that dirty old awful grass and plants and all. It does sound really terrible to leave such things in the forest. Does the gentleman from California have questions?

Mr. PASHAYAN. Sounds like George Orwell.

Mr. WEAVER. Me?

Mr. PASHAYAN. No, the people he is quoting.

Mr. WEAVER. Right.

Mr. PASHAYAN. What statistic was it, 23 percent?

Mr. WEAVER. Twenty-three percent of those——

Mr. PASHAYAN. Question——

Mr. WEAVER [continuing]. Of those responding to whether they had done proper evaluation of site preparation, 6 percent on planting and 4 percent on release.

Mr. PASHAYAN. OK. Of course 23 percent of 62 percent is about——

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Mr. WEAVER. No, no, no, it is 23 percent of all respondents.

Mr. PASHAYAN. Yes. There were 62 percent respondents.

Mr. WEAVER. OK, all right.

Mr. PASHAYAN. So 23 percent of 62 percent is more or less 15 percent of the whole of the initial people that you sent questionnaires to, is that not right?

Ms. DULANEY. If I am following you, I understand the assumption that you are making, yes.

Mr. PASHAYAN. All right.

Ms. DULANEY. My assumption was that those who responded to the questionnaires were representative of the whole population.

Mr. PASHAYAN. Yes, well of course. Otherwise your whole statistical base would not make much sense. You selected 159 people, did you not?

Ms. DULANEY. There were 159 people on the regional personnel list who were involved in silviculture, and I sent a questionnaire to each one of them.

Mr. PASHAYAN. OK. Is that—I do not want to get bogged down in a sea of numbers here—was that 159 people, 100 percent of the people involved in that?

Ms. DULANEY. Correct, to my knowledge, to the best of my ability to determine, that was 100 percent of the people involved in field silviculture.

Mr. PASHAYAN. Does Mr. Smith agree?

Mr. SMITH. As far as I know, that is correct.

Mr. PASHAYAN. OK. So that is the initial base that we are talking about. Now, does your study get into the question of whether or not herbicides should be used?

Ms. DULANEY. No; it does not.

Mr. PASHAYAN. Have you formed any opinion based on your study?

Ms. DULANEY. Based not only on my study in terms of the respondents views and my own experience, I view herbicides as essential in some areas, yes.

Mr. PASHAYAN. OK, now let us just confine the question on your study, not on your own personal views or I should say on your own personal views derived from the study but solely from the study. Do you think herbicides ought to be used?

Ms. DULANEY. Most of the respondents think herbicides should be used.

Mr. PASHAYAN. More then what they are being used today?

Ms. DULANEY. Yes.

Mr. PASHAYAN. OK. Let me ask Zane, how long have herbicides been used by the Forest Service for vegetative management?

Mr. SMITH. Herbicides have been used by the Forest Service to my memory since the 1950's, they have been more intensely used in the last decade to 15 years.

Mr. PASHAYAN. What would be the impact if there were a permanent prohibition on using herbicides?

Mr. SMITH. It is our best estimate that it would be approximately 25- to 30-percent reduction in the commercial timber outputs in this region.

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Mr. PASHAYAN. In terms of what is effective in cost, what are the two or three or what are the handful of alternatives that you would consider?

Mr. SMITH. OK, chemicals of course are one, mechanical procedures with bulldozers, brush cutting machines, that kind of thing would be another, hand cutting and scalping would be another, contouring and trenching would be another. The mechanical procedures are effective only up to slopes of about 35 percent and this region has done a lot of that work.

The point I made earlier is that we are running out of that kind of ground and when you move into actual manual physical cutting of brush, the cost are well beyond what we can justify.

Mr. PASHAYAN. Do you want to add anything to what he said to any of the questions I have asked him?

Ms. DULANEY. No.

Mr. PASHAYAN. OK. Let me talk about the 62, 63 respondents—62 percent respondents, why did you assume that that was a representative example of the 169—159?

Ms. DULANEY. My assumption was that most silviculturists go through the same sort of training and particularly on the timbered forests where we face similar kinds of problems, I felt the experiences of the respondents—the experiences of those that I surveyed would be fairly similar and uniform.

Mr. PASHAYAN. So you had about 98 or 99 respondents is that right if I—my facts are correct?

Ms. DULANEY. That is correct.

Mr. PASHAYAN. Were they distributed fairly even in terms of geography?

Ms. DULANEY. There was no way for me to determine that.

Mr. PASHAYAN. Did they know whom they were sending their responses to?

Ms. DULANEY. Yes; they did.

Mr. PASHAYAN. Do you think that affected the response at all?

Ms. DULANEY. I have no way of knowing.

Mr. PASHAYAN. Could of?

Ms. DULANEY. It may or may not have; they knew that it was confidential and anonymous.

Mr. PASHAYAN. Of the 99 people responding, did all of them answer every question?

Ms. DULANEY. No, there were some people who are reforestation specialists and there are some folks who identified themselves as TSI specialists. They only answered those questions that pertained to their particular specialty. In addition, some people just left questions blank.

Mr. PASHAYAN. It makes your data base more complicated does it not?

Ms. DULANEY. Yes, it does.

Mr. PASHAYAN. You mentioned that you had the assistance of a Dr.——

Ms. DULANEY. Fran Cooper?

Mr. PASHAYAN. Yes. What did she do in terms of designing the questions?

Ms. DULANEY. I developed the questions then took them to Dr. Cooper and she reviewed them with me. My intent was to elimi-

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nate question bias. I wanted to send out a questionnaire that could get accurate responses, and I did not want to word things in such a way as to predispose people to answer one way or the other.

Mr. PASHAYAN. Can you think of an example of a question that you had drafted originally that she made a substantial change to even if it is humorous?

Ms. DULANEY. I'm sorry, off the top of my head I cannot think of one.

Mr. PASHAYAN. What is her Ph.D. in?

Ms. DULANEY. I believe it is in public administration.

Mr. PASHAYAN. Not in horticulture or silviculture?

Ms. DULANEY. No.

Mr. PASHAYAN. I get my cultures confused sometime but I do hope that I have some at all times.

Mr. WEAVER. I appreciate this but there will be no comments whatsoever from the hearing room but we will attempt to——

Mr. PASHAYAN. Maybe my mike was not on, is that better?

Mr. WEAVER. Ma'am. We will attempt to speak louder.

Mr. PASHAYAN. I thank the Chair. I think my mike was not on. Do you know the extent to which Dr. Cooper had any statistical training?

Ms. DULANEY. I went to the chairman of the public administration department in Hayward State and asked who would be good to review my questionnaire, who had that kind of experience, and he recommended Dr. Cooper.

Mr. PASHAYAN. Your recommendation then would be that more herbicides be used if you were to be asked what your recommendation is it would be that more herbicides be used?

Ms. DULANEY. My recommendation is that we decide the issue whether or not we have herbicides one way or the other and that we proceed on that basis.

Mr. PASHAYAN. I do not think that is a recommendation. Let me ask you this, statistics can only tell us so much. You have indicated that some of the respondents, a statistically significant number of respondents indicated a frustration that not enough herbicides were being used, is that correct?

Ms. DULANEY. That is correct.

Mr. PASHAYAN. Now how long have you been in this business that involves herbicides?

Ms. DULANEY. Five years.

Mr. PASHAYAN. OK. Let me ask you this question and this is a hard question to answer and you may not want to answer it, you may not be able to answer it; on the other hand you might want to and you might be able to. Going beyond the numbers, going beyond the statistics and yet at the same time putting them all together and sort of instinctually or comprehensively or in an unscientific sense, gut, what we sometimes call gut, do you think the respondents were telling you we need to use more herbicides?

Ms. DULANEY. Yes, I do.

Mr. PASHAYAN. Thank you.

Mr. WEAVER. I thank the Gentleman from California. My mike's working I think. I think this is extremely serious business. I think what is happening in our national forests is grave and extremely

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disturbing and I think the key appears in the testimony of Ms. DuLaney and I quote:

> Many of the respondents are frustrated, yes, but the frustration appears to me to be a symptom, a result of often having to work within a system that appears not to be adequately flexible to meet changing on the ground needs.

Now what that means to me is what Ms. DuLaney is saying there is that the target set in Washington, DC, for reforestation and for timber harvest are unrealistic targets and therefore they are putting pressure on on the ground silviculturists to such an extent that some of them find it necessary to falsify their records.

Now that's a hypothesis, that is a postulation I put out but I want to ask you, Zane, about the 23 percent that reported falsifying site preparation reports. By the way, I find it interesting that it is by far the highest number in site preparation and I tell my friend from California that having conducted my own polling now for 20 years that that polling actually Ms. DuLaney's sample was extremely high and that polling of this kind is not done by the fraction of the total people questioned but by the fraction of the people responding even if the response is only 5 percent instead of 62 percent.

Zane, does one just spray a site once and then it is all done or is it on occasion or frequently that herbicides are sprayed more then once?

Mr. SMITH. Normally where herbicides are required——

Mr. WEAVER. Excuse me?

Mr. SMITH. Normally where herbicides would be required, there would be an initial site preparation spraying or use of chemicals.

Mr. WEAVER. Once after the harvest.

Mr. SMITH. And then after the trees are planted there would probably be one or two additional treatments to release the trees from competing vegetation.

Mr. WEAVER. Is that enough, are there sites that actually require even more then three sprays of these chemicals?

Mr. SMITH. It is possible but I would say on the average it is one or two release applications following planting.

Mr. WEAVER. Of course three sprayings is a lot. What do you spray now in the last few years you know up until the court order?

Mr. SMITH. Pardon me?

Mr. WEAVER. What do you use; what chemical?

Mr. SMITH. Well, we would use 2,4-D.

Mr. WEAVER. 2,4-D. That is a phenoxy herbicide, is it not?

Mr. SMITH. I'll turn to my associate here on the—Cherry, would you——

Ms. DULANEY. You use the—depending on the species of brush involved you use a variety of chemicals, 2,4-D has been used, glyphosate also has been used.

Mr. WEAVER. What has?

Ms. DULANEY. Glyphosate, also known as Round-up, Atrazine, Asulam are some others. In fact, we have a list.

[EDITOR'S NOTE.—The list of herbicides referred to above may be found in the report of the Forest Service, fiscal year 1984, which has been transmitted to the Congress.]

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Mr. WEAVER. Ms. DuLaney, in your experience on the ground, and Zane has a long record of being on the ground as well, are most of these herbicide sprays effective ad infinitum or do they have to go in and spray again?

Ms. DULANEY. I would concur with Zane that one to two sprays for a release treatment is usually sufficient to allow conifers to gain dominance on the site.

Mr. WEAVER. I've been told, Zane, that it costs approximately $100 to spray an acre for site preparation in the Tahoe National Forest. Is that a realistic figure?

Mr. SMITH. I would say that that might be a little bit high average. Our release program is running about $185 per acre but that includes all sorts of timber stand improvement activities but regionwide it has been running about $185 an acre for a single treatment.

Mr. WEAVER. I am told also that on the Tahoe National Forest that with the rate of growth there that you will never make back that site preparation money, that these will not be a positive return on the investment.

Mr. SMITH. Well, our economists would argue that point.

Mr. WEAVER. Of course, that highly a function of the rate of growth of the trees and how many trees survive.

Mr. SMITH. That is right.

Mr. WEAVER. So one could come up with several answers. Extrapolating from the testimony both from Ms. DuLaney's report and from her answers and from your answers, Zane, which you say are preliminary, the fault for all this lies on unrealistic targets for a commercial timber harvest and in order to get those timber harvests targets you have unrealistic site preparation targets, unrealistic release targets, unrealistic tree planting targets and the pressure on the young people in our forests to meet these targets has become so great that some of them have felt compelled to actually falsify a report. I can not imagine anything worse then falsifying such a report. I highly respect the people in the Forest Service that I know, and I have no reason to believe people in California are any different. But the pressure on them must be just enormous and that pressure can come only from unrealistic targets and so the fault, Dear Brutus, lies not in our stars but in Washington, DC, where such targets are set. I believe in a Forest Service that would set targets from the ground up, not from the top down.

Don't you think that good planning should start from the ground, Zane, or am I asking the question that is going to get you into trouble?

Mr. SMITH. Well, I think I can safely say planning should come up from the field level. There are two or three things happening here. One is that we plan these things 3 years in advance of your appropriations consideration and a lot of things can happen, inflation has happened to us in the past, also the availability of tools to do the job, that is, herbicides. Now if you base your targets and your accomplishments on the availability of certain tools then you don't have them, I agree, it places tremendous pressure on our people to attempt to meet those targets by avoiding those particular tools.

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Mr. WEAVER. I am not, Zane, as you know, a newcomer to this business. I represent the largest timber producing district in the United States of America. Twenty percent of the standing Federal timber in the United States is in my district.

Mr. PASHAYAN. Gentlemen would——

Mr. WEAVER. I'd be delighted to in just a second.

Mr. PASHAYAN. I have got a lot of trees in my district that we'd sure like to make timber of but——

Mr. WEAVER. I am sure you would.

Mr. PASHAYAN. They are locked away in the wilderness.

Mr. WEAVER. Good, I want to lock more up.

Mr. PASHAYAN. You just don't want the competition.

Mr. WEAVER. I would like to lock some up in Canada. I would like to lock a lot up in Canada. Based on my 8 years as chairman of the Forest Subcommittee, of the Agriculture Committee, and 4 years as chairman of this subcommittee, I have come to believe the use of herbicides is an artifice that is simply used to justify cutting more trees; it's something that is cranked into the Forest Service computer in order to justify the timber cutting above what we should be harvesting in our national forests. The numbers may actually be going down because of the new land use plans required by the Forest Management Act of 1976, an act that I take great pride in having been one of the authors. But I believe the herbicides are an artifice. I think you all saw the headlines, Zane, you saw the headline, about the pesticide-tainted watermelons. Watermelon farmers lost $10 to $20 million because a chemical called aldicarb, which by the way is manufactured by Union Carbide and contains methylisocyanate, that they said degrades in a few days and traces of it were in the farm 6 years later. I remember when I first started exploring the phenoxy herbicides I was told that they biologically degrade within a matter of a day or two and we have found traces still in the soil in my congressional district 7 years after they were sprayed. And so when are we going to learn our lesson, when? That is what I ask.

Does the gentleman from California have any pontifical remarks such as I have had the pleasure of making?

Mr. PASHAYAN. Well, maybe a few pontifical questions, although I suppose if it were pontifical questions, there is no one in this room that could answer them. I think we have established two pillars as a foundation here if I am not mistaken. One is as my colleague has said that the statistical base from which Ms. DuLaney was working is significant and larger then most and is something that we can rely on. All right, that is all very well, I can accept that.

The second is that Ms. DuLaney herself has said that she thinks those statistics speak and they say we need more herbicides being used. So we have a statistically significant data base that in the opinion of the author says we need more herbicides. Now let us look at the issue of falsification for a minute. And the statement about—where is the statement about grounded—I think that describes a lot of what takes place in the entire Federal bureaucracy. Your colleague, Chairman Pickel of the Oversight Committee of the Ways and Means Committee was in Fresno, he was good enough to ask me to sit in as a part of the panel examining the

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Internal Revenue Service when they tore up thousands of forms in the Fresno IRS Center. Once again, I think that was an example of what you were talking about, something grounded. What takes place in the field and what takes place in Washington sometimes the distance seems to be a lot further apart then 2,000 or 3,000 miles between California and Washington.

But let us talk about this falsification, the Forest Service, did it not, initiated a program about 18 months ago that said let us try to manage the forest and let us try to keep the trees growing and things green without herbicides, is that right?

Mr. SMITH. We temporarily suspended the use of herbicides.

Mr. PASHAYAN. More or less as an experiment?

Mr. SMITH. Not as an experiment but as a direct reflection of the ninth circuit decision affirming a district court case in Oregon.

Mr. PASHAYAN. That is right, of course. Yes, I forgot that aspect. So the personnel in the Department of Forestry of course, then being deprived of the use of herbicides as I imagine as enthusiastically as possible went about the business of trying to manage the forest without the use, is that right?

Mr. SMITH. That is correct.

Mr. PASHAYAN. Now in your opinion and without asking you to justify falsification. I agree with the chairman, falsification is not proper in any sense but let's look—I should like to ask you this question, as improper as falsification is, it does imply an intentional misstatement, do you believe that the data provided, that we have so far called falsification, do you believe they were intentionally made, do you believe that people were intentionally putting down wrong data?

Mr. SMITH. It is really hard for me to say that, you know I have to take it kind of on face value. I find it difficult to believe that Forest Service people would do that.

Mr. PASHAYAN. I do too.

Mr. SMITH. And I find it difficult for them to be able to get away with it because so many people are in the chain.

Mr. PASHAYAN. OK.

Mr. SMITH. However, I can not just set it aside, I have got to go out and I have got to look at every national forest.

Mr. PASHAYAN. I understand. Is there a chance in your opinion that—and I shall ask Ms. DuLaney to answer the same questions—I am sure she is listening. In your opinion, is there a chance that rather than falsification, wrong statements were put down more out of a sense of misplaced enthusiasm of trying to carry out a program made much more difficult by the deprivation of herbicides?

Mr. SMITH. I think that is a possibility.

Mr. PASHAYAN. Ms. DuLaney, what do you think about that? Is there anything in your statistics that would indicate an answer to that question one way or the other?

Ms. DULANEY. There is nothing in my statistics which would indicate that, no.

Mr. PASHAYAN. What does your instinct tell you?

Mr. WEAVER. The judge overrules that question.

Ms. DULANEY. My instinct is that it may be a possibility; however, I feel like that there is a great——

Mr. PASHAYAN. Sorry?

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Ms. DuLaney. However, I feel like that there is a lot of—it would be very difficult for someone to admit that they had done something like that because their career hangs on that.

Mr. Pashayan. But, why would they do it? What motive would they have?

Mr. Weaver. If the gentleman would yield, I think he's asked the key question. I abhor the spreading of poisons in our forests; I can not imagine anything worse than putting deadly poisons, the phenoxy herbicides or single ring benzenes that are known to be carcinogenic, mutogenic, and teratogenic, on our forests.

Now, there are a lot of people in the Forest Service who have the same feelings I do but if my job is on the line because I have to meet targets that are just completely unrealistic then I'd ask for herbicides too to somehow or other try to meet these targets. The evil is the target. The reason that these people falsify their records is the unrealistic targets forced on these personnel from Washington, DC.

Mr. Pashayan. I think we have got—let us qualify this thing. Ms. DuLaney, you mentioned to me that you thought that the statistics said that herbicides ought to be used more then what—more, is that not right?

Ms. DuLaney. I felt that the respondents were saying that they cannot do their job without the use of herbicides in some instances.

Mr. Pashayan. Do you believe they were sincere in saying that?

Ms. DuLaney. Yes, I do.

Mr. Pashayan. All right, so now what——

Mr. Weaver. But I tell my gentleman—my friend from California their job is to meet targets, that is the whole point and they cannot meet these targets without herbicides, that is the whole point.

Mr. Pashayan. All right, that is the gentleman's opinion but the opinion of the witness is who made this study is that those were sincere remarks, that those people believe that they could carry out their job better with herbicides then without herbicides.

Mr. Weaver. They could meet the targets better, they sincerely believe they could meet these unrealistic forest pressure targets with herbicides. That is the whole point.

Mr. Pashayan. Do you believe the targets are unrealistic. How are the targets arrived at? Is there not something called management by objective that is used by the Forest Service, is there not consultation between the national office in Washington and the local office before a target is set?

Mr. Smith. That is right, the very elaborate system to develop targets but the targets are developed 3 years in advance and during that period of time conditions will change, both unit cost and the availability of some of these tools. I don't think Forest Service people want to pass a value judgment on herbicides.

Mr. Pashayan. No, that is not for you to do.

Mr. Smith. There is a relationship here between output levels and the availability of that tool and if the tool is taken away from us then we cannot you know continue with the output levels that we have had that are linked together.

Mr. Pashayan. Let's talk about how the targets are set.

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Mr. WEAVER. May I tell my friend from California if he would be so decent as to yield——

Mr. PASHAYAN. Of course.

Mr. WEAVER [continuing]. That the administration recommended a 10.7 billion board feet cut harvest in the budget that has been recommended for this coming fiscal year. Last week or the week before in the Interior Appropriation Subcommittee, by a vote of that subcommittee, raised it from 10.7 to 11.2; 500 million more board feet because of pressure on them from the Forest Service.

Mr. PASHAYAN. All right so——

Mr. WEAVER. That is how the decision was made.

Mr. PASHAYAN. All right, let us take the 10.7 billion board feet, were you ever consulted on that figure?

Mr. SMITH. We develop again, 3 years in advance, various levels of timber production based on various levels of total appropriated dollars. Once the OMB and the committee gets through with that, then something within those ranges normally comes back to us.

Again, I think the difficulty here is that some of the tools that were heretofore available to us are not and we simply can't reforest these areas without them.

Mr. PASHAYAN. I understand what you are saying but I want to focus on this 10.7 billion board feet. Were you consulted on that figure ever or on a similar figure, did they ask you, is this a realistic target?

Mr. SMITH. Well, I think they have through the Chief and I have been afforded the opportunity to provide the Chief with the range and capability of this region.

Mr. PASHAYAN. All right, and does 10.7 billion acre feet, is that in the range that you recommended to the Chief?

Mr. SMITH. It is, with the availability of herbicides.

Mr. PASHAYAN. With the availability—in other words, is it your opinion that with the availability of herbicides 10.7 billion board feet is realistic?

Mr. SMITH. Yes.

Mr. PASHAYAN. And that is what you advised the Chief?

Mr. SMITH. Well, the Chief knows this, he knows what our capability is.

Mr. PASHAYAN. Well yes, but that was—in the context of that?

Mr. SMITH. In the context, yes.

Mr. PASHAYAN. Ms. DuLaney, has Mr. Smith said anything that you disagree with or do you want to add anything?

Ms. DULANEY. I don't care to add anything.

Mr. PASHAYAN. All right. Well, in other words before a figure is set insofar as the Forest Service has to figure now, what Congress does is something else, you are consulted and you sent your figures to the national office, is that right?

Mr. SMITH. That is right. We do this 3 years in advance, provide various levels of budget and output.

Mr. PASHAYAN. So once again, just to make the point again, in your opinion and correct me if I'm wrong, I'll ask the question, is 10.7 billion——

Mr. WEAVER. 10.7.

Mr. PASHAYAN [continuing]. 10.7 billion board feet with the use of herbicides a realistic target?

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Mr. SMITH. That is within the capability of the national forest. Now you know the national forest can be used for a number of things.

Mr. PASHAYAN. Well yes.

Mr. SMITH. And that is within the physical and biological limits of those forests with the use of herbicides.

Mr. PASHAYAN. So if there is an unrealistic target, would you say that the unrealism comes in when we take away the herbicides?

Mr. SMITH. I think that is part of it, part of it would be unit cost. We can manage these forests without chemicals but it costs a great deal more.

Mr. PASHAYAN. So the 10.7-billion figure was used in conjunction with herbicides, I mean that was a link?

Mr. SMITH. To the best of my knowledge that is right.

Mr. PASHAYAN. OK, you were not told to do 10.7 billion acres feet without herbicides or were you?

Mr. SMITH. No, we were not told without herbicide.

Mr. PASHAYAN. I shall reserve any—until later.

Mr. WEAVER. I thank the gentleman from California for his excellent questions and we now must go on to other witnesses very quickly. Both the gentleman from California and myself have taken up time that should be for the witnesses and I apologize for that.

I will add only one thing and that is the 10.7 billion board feet figure comes from those great foresters, those superb men and women silviculturists who reside in the Executive Office Building in Washington, DC, and operate under the name of the Office of Management and Budget.

Mr. PASHAYAN. Well, Mr. Chairman, I am not quarreling with that except to say that—is this mike on?

Mr. WEAVER. They cut you off.

Mr. PASHAYAN. Hello. Well perhaps. Then I shall speak up—except to say that I think we should bear in mind that that figure is not arrived at until the information comes from the field level into the whole system, their information is a part of the final figure.

Mr. WEAVER. I thank the gentleman. We must move on now. I want to say in conclusion to my dear friend Zane Grey Smith, and I have known him well for many years, that I hold him in the highest respect. I know he is a man of the utmost integrity and I say that nothing have I heard here in any way, shape, or form reflects adversely on that great esteem in which he is held by me and many others in the forestry establishment of this country and I want to compliment him always for doing an excellent job. I feel better about his being a regional forester.

And I want to say to Ms. DuLaney, I feel much better about the Forest Service knowing dedicated, conscientious people like you are in the field working at it, and I think you are doing an extremely fine job and again should be commended.

Mr. PASHAYAN. I should like to add to the fine summation by my colleague the chairman but it was perfect so I cannot add to it but I certainly whole heartedly concur with it.

Mr. WEAVER. I appreciate that. Thank you very much, Mr. Zane and Ms. DuLaney.

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Mr. SMITH. Thank you, Mr. Chairman, Mr. Pashayan.

Mr. WEAVER. The Chair will call Mr. William Dennison, Western Timber Association, Mr. George Craig, forestry consultant, Mr. William S. Coates, president, Northern California Supervisors Association, Mr. Robert Riddell, Montara, CA. Gentlemen, we welcome you and forgive me because it is all my fault, our time is even squeezed further and we will have to impose a strict 5-minute limit, actually we're going to reduce it to 4 minutes—all right 3 minutes apiece as the gentleman from California suggests. I am sorry, it is my fault, forgive me. As the witnesses know, their entire written statements will be in the record. We have already asked for permission and we have gotten it and won't you proceed please, Mr. Dennison.

[Prepared statement of William Dennison may be found in the appendix.]

STATEMENT OF WILLIAM DENNISON, EXECUTIVE VICE PRESIDENT OF WESTERN TIMBER ASSOCIATES

Mr. DENNISON. Thank you, Mr. Chairman, Congressman Pashayan. I am Bill Dennison, executive vice president of Western Timber Association whose members are dependent upon Federal timber for their resources. I'm also a licensed California forester and have participated in the 6-week silvicultural certification that the Forest Service gives to their employees just as on the side.

We also, Mr. Chairman, are concerned about allegations and certainly want to see any misconceptions and problems remedied quickly with as little difficulty as possible.

We are particularly concerned that this issue not unnecessarily effect the timber sale program in region 5 as you could understand. Thus, we've spent considerable time in reviewing all the documents that you have had before you including Ms. DuLaney's statements, her paper, the silvicultural activity review.

As you can recognize from your past experience, Mr. Chairman, that growing trees can be a very complex ordeal and under most conditions we do obtain good regeneration. In other situations due to gophers, deer browse, poor seeking stock, and encroachment of brush, drought, or other weather variables, we do run into difficulties with reforestation and have to in fact interplant or replant some areas and you discussed some of that today. But those facts are just the nature of growing crops of any kind whether it be trees or rice and this may be some of the reasons for frustration expressed by respondents to Ms. DuLaney questionnaire.

We surely do understand the consternation over the temporary loss of herbicides as a viable silvicultural tool. However, if there is frustration with the current reforestation budgeting or the target system as you've discussed, that gives no basis for falsification of records. I'm sure you agree with us on that. Particularly when it is done as one respondent said and I quote: "Because my grade each year reflects on how I meet my targets, this could mean money in my pocket meaning grade increases." If we have people with that attitude and I believe they're very few of them, it's uncertain that their problems can be met by changing the Forest Service procedures. We suggest that the Forest Service has gone out of the way to protect those people responding to the questionnaire and that is

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probably as it should be. You'll get better answers that way possibly. However, we have to recognize it is done at the expense of being able to pursue specific answers from a relatively few people to ascertain the reasons for and the validity of those responses.

It is inconceivable to me that claims could be made for acres planted and not in fact—that were planted and in fact were not. Those who understand the system recognize that most of the seedlings are purchased from——

Mr. WEAVER. I'm sorry, Mr. Dennison, I'm going to have to enforce the rule. Mr.——

Mr. DENNISON. I am sorry too, I thought I had 5 minutes when I came.

Mr. WEAVER. Forgive me, I'll repeat it and apologize for not being clear, we have to cut everybody to 3 minutes. That is my fault for taking up too much time with the Forest Service so forgive me but I have read or will read your entire statement.

Mr. DENNISON. Thank you.

Mr. WEAVER. Mr. Craig.

[Prepared statement of George A. Craig may be found in the appendix.]

STATEMENT OF GEORGE A. CRAIG, REGISTERED PROFESSIONAL FORESTER

Mr. CRAIG. I am George A. Craig, a professional forester representing Western Timber Association. Obviously, I'm going to be jumping through this 5-minute statement. First, I would like to note that the analogy that the chairman was quoted in the press is using: If those treatments are not in fact being carried out, further gross projections will not be met and we will in effect be mining our national forests.

That is a very poor analogy because these forests are renewable, they deteriorate when stored beyond a relatively short optimum age and further there should be some lasting reduction in the national forest timber inventory. We need these resources, our Nation does. The Forest Service sales in California have declined at the time of great need. In 1963 to 1968 when housing starts nationally were well under 1½ million, California forest sold 2.1 billion feet annually. In the last 2 years when housing starts were over 1.7 million, California forest sold 21 percent on the average less then they had in the mid-sixties and that timber will be cut in the next 5 years when housing starts are projected to be 1.9 million.

We now have over 20 percent of Califcrnia National Forest in wilderness. We have another 45 where timber harvest is considered uneconomic. We will probably have less then a third of the California National Forest producing timber, commercial timber along with other multiple uses. That area has about 138 billion board feet but of that 138 billion, 30 billion is excess to what would be had in a regulated forest.

A regulated forest must have an even distribution of age classes so that the growth potential of that forest can be used efficiently. We do have present law and regulations that provide adequate safeguards, periodic reviews of share harvest are limited to restockable areas, performance will be monitored within each plan period

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and reforestation practices will be evaluated and reports will be prepared at specific times.

We have large sums of money collected from timber purchases, $35.6 million in California in fiscal year 1984 for restocking and improving sale area sites. There is an unobligated balance there of $62 million right now from uncompleted contracts.

The Forest and Range Land Renewable Resources Planning Act sets up a system that will provide good direction and good administration of the national forest. Plans are developed under expensive interdisciplinary procedure followed with public participation. The procedure includes many safeguards; there is excess timber on the national forest and the Nation——

Mr. WEAVER. Sorry, Mr. Craig, you are going to have to conclude, I will read your entire statement, I can assure you. I find it fascinating. Mr. Coates.

[Prepared statement of William Coates may be found in the appendix.]

STATEMENT OF WILLIAM COATES, CHAIRMAN OF THE BOARD OF SUPERVISORS FOR PLUMAS COUNTY

Mr. COATES. Thank you, Chairman. I am Bill Coates, chairman of the board of supervisors for Plumas County. I am also vice chairman of the forestry subcommittee for the National Association of Counties, and today I represent 20 of California's more rural counties. These counties, and the towns, and the people in them contain most of California's timber industry, the second largest State producer of timber in the United States.

The history of the relationship between local government and the U.S. Forest Service could be described as adversarial part of the time. Despite our many areas of disagreement with the U.S. Forest Service, we must take exception to many of the conclusions being arrived at by the news media and some politicians. Living in the same communities with many of the field personnel surveyed by the DuLaney report, we find them very professional and dedicated. If there are a few who have strayed away from their professional standards, then we believe that the procedures already initiated by the U.S. Forest Service will lead to their dismissal.

We believe that further testing by "qualified" and I emphasize that word research people will reveal sound reforestation practices being frustrated by the current moratorium on the use of safe herbicides. We invite this committee to initiate this testing process before it gets too exercised by one student survey.

Local government in the rural areas is very concerned and aggravated by printed statements in the media that somehow annual harvesting might be cut back due to the questioned DuLaney report. Such action would be irresponsible and would be resisted fiercely by our congressional representatives.

Why are we concerned? The rural areas in the west have never recovered from the recession of 1981–1982. Unemployment continues to run over 20 percent, mills remain closed indefinitely, and communities stare at empty storefronts. As our community vitality continues to slip, our ability to support recreational visitors from the urban areas with roads, law enforcement, search and rescue,

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medical services, and commodities like groceries and gas declines. Ironically, Congress continues to allow further withdrawals for multiple use for wilderness, wild river corridors, parks, scenic corridors, and the newest fad, chunks of land for spotted owls.

Each time this happens, the rural areas lose more jobs and the less regulated Canadian timber industry advances further into the U.S. markets. Congress continues to act as if it had unlimited amounts of land to give away to the preservationists and the general public loses more and more of the public multiple use land.

Rather then to overreact to a study which calls for the abandonment of targets, we believe that this committee should do two things. First, let's make sure that future Forest Service planning recognizes the need for the continued existence of small towns in the mountains to service the recreational needs of urban and suburban areas, to harvest the timber, to fight the fires, and to manage the resources responsibly.

Periodically, Mr. Chairman, you ought to ask us how we are doing. Second, please find out what damage the indecision on herbicide use is doing to forest reforestation I have one more sentence.

Mr. WEAVER. Go ahead.

Mr. COATES. If this is going to continue to drag on, then Congress needs to appropriate some funds to enable us to finance a higher level of manual release.

Thank you.

STATEMENT OF ROBERT RIDDELL, MONTARA, CA

Mr. RIDDELL. Chairman Weaver and Congressman Pashayan, my name is Robert Riddell and I would like to thank the committee for the opportunity to appear here today. To save the committee time in this hearing today, I've prepared a booklet form, a minute sampling of some of the activities engaged in by members of the U.S. Forest Service, I believe are inconsistent with the stated legislative intent of Congress limiting the scope of their jurisdiction and which may be inappropriate and/or unauthorized use of funds and manpower which they otherwise could be used in the forestation program.

I believe the information contained herein will prove to be of assistance of the current investigation relative to forest management records and accounting thereof. I would ask that the committee take these booklets back to Washington for consideration. Thank you.

Mr. WEAVER. Well, thank you very much, Mr. Riddell. I am only going to briefly comment, I thank all of you for your excellent testimony. It is very valuable and very helpful.

Mr. Coates, I think you said it, and I completely agree that if we persist in the policy of our timber targets today that Congress should appropriate more money for manual release. I have pointed out again and again to the Forest Service and Bureau of Land Management that this actually saves the U.S. taxpayer money; it does not save the Forest Service the BLM money, their costs are a little higher with manual work. But when you talk about saving welfare, unemployment, food stamps, the cost to the community of unemployed people that could be working in our forests doing this

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work manually, you would find that the Government actually nets out. The U.S. taxpayer which is what really counts, not whether a bureau or an agency of the Government has to pay more or not comes out ahead. So I welcome your suggestion, I think it is an excellent one.

I will conclude with one final point because you are timber industry and other industry spokesmen on whom we rely on for our jobs, our minerals, our lumber, and I was a builder for 20 years and I used wood. I believe that we better face the truth about what is happening here in our timber industry. It is not supply. They are turning back billions of board feet of contracts right now to the Forest Service and the BLM that they cannot use and they are not harvesting timber they have already bought. The problem is Canadian lumber imports. They are mowing their forests down in Canada and just dumping it, desperately needing the dollars just like everyone. Foreign governments are dumping their steel, their textiles and everything else into this country and it is just absolutely destroying our primary industries. I was chairman of the mining committee last year. It is being destroyed in this country. Our timber industry, our steel industry, our agriculture, textile industry, 80 percent of the textile plants are down now in this country today; 80 percent. There is deep depression in my congressional district, while all these other countries are pouring and flooding goods into our country and destroying our primary industry. If we don't stop that, then we are going to have a crash that is going to make the 1930's look like a dry spell.

The gentleman from California and then we must go on to the next panel.

Mr. PASHAYAN. Thank you, Mr. Chairman. Mr. Craig, you mentioned or you intended to mention that the waste resulting from the overaged and the overstacked stand in the national forests, do you have any specific information about the size of the losses, very briefly?

Mr. CRAIG. Mr. Pashayan, the loss is very great, the data on it are rather limited, however a good example was given in the late 1970's when we had a heavy draught in California and the Forest Service made a survey on over 6 million acres of national forest land and compared it with 6 million acres of private land and they found in 1978–79 6.6-billion board feet of timber killed due to boister stress to a large extent because the stands are overstocked and overmature and they could not resist insects and disease. On the private lands in the same period, it was only 1.6 billion feet.

Mr. PASHAYAN. OK, thank you. Did you all hear the testimony of Ms. DuLaney which said that herbicides ought to be used more. I would like to hear from each one of you whether you agree or disagree with that conclusion. You want to start, Mr. Craig.

Mr. CRAIG. Certainly, I agree with it. Herbicides have been used for many years as Zane Smith indicated and they have been used, for example, in California rice fields annually. As far as timber is concerned, the applications are much more limited and extended over just a few times over a period of years.

Mr. PASHAYAN. Mr. Coates.

Mr. COATES. Yes; I think that the safeties of herbicides is critical if Congress is going to continue to finance the Forest Program like

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they have, we don't use them we are going to lose a lot of communities in the rural areas.

Mr. PASHAYAN. So you think they should be used?

Mr. COATES. Yes.

Mr. RIDDELL. Yes; I think in its proper form it should be used. As I understand it that Tussock moth up in Oregon has already destroyed a great deal of timber up there. Being a general contractor, I'm very interested in the supply of timber.

Mr. DENNISON. Yes; certainly so I do as—the vegetative management EIS must be accelerated by the Forest Service.

Mr. PASHAYAN. Now, let me ask a question that the chairman indicated an interest in. If herbicides were used to the full extent, that is to say to do the job that has to be done, not excessively, would that have any result in our being able to compete with the Canadian lumber coming in or not, is there any relationship between that?

Mr. CRAIG. In order to compete, you have to be able to compete on a price basis and if as the chairman would do we reduce further the amount of timber put on the market, we are going to have still greater difficulties competing with the Canadians because the limited supply of timber will be bid up again.

Mr. PASHAYAN. I understand that but that is not the question I am asking.

Mr. CRAIG. I am sorry.

Mr. PASHAYAN. I am asking, is there any relationship between the use of herbicides and our ability to compete with Canadian lumber timber?

Mr. CRAIG. Well, I was trying to indicate that the use of herbicides if we are unable to use it, we will be limited in the amount of timber that is put on the market in California and that will—and restoration—and that will make it difficult to compete—even more difficult to compete with the Canadians.

Mr. PASHAYAN. Mr. Coates.

Mr. COATES. Yes, I think we are getting competition from traditional west coast markets like Los Angeles by Canadians. We used to ship east of the Mississippi all the time and our ability to do that is limited.

Mr. PASHAYAN. Do you think if we use herbicides we can compete with Canada better, that is my question?

Mr. COATES. Absolutely.

Mr. PASHAYAN. Do they use herbicides?

Mr. COATES. As far as I know they do, they have to.

Mr. PASHAYAN. Mr. Chairman, can the other two gentlemen just answer one question briefly?

Mr. WEAVER. Briefly.

Mr. PASHAYAN. Yes. If we use herbicides, does that improve our chances of competing with Canada in terms of lumber and timber?

Mr. RIDDELL. Are you asking me?

Mr. PASHAYAN. Yes.

Mr. RIDDELL. I wouldn't know on that, I'm not in that phase of the industry.

Mr. DENNISON. Yes, it will, because it reduces cost; it is going to come up.

Mr. PASHAYAN. So it would help us to compete.

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Mr. DENNISON. Yes.

Mr. PASHAYAN. Thank you.

Mr. WEAVER. I thank the gentleman from California, and thank the witnesses for their very valuable contribution. The Chair will call Mr. Randal O'Toole, forest economist, Cascade Holistic Economic Consultants. Mr. O'Toole, you will also have 3 minutes and your entire statement will be placed in the record.

[Prepared statement of Randal O'Toole may be found in the appendix.]

STATEMENT BY RANDAL O'TOOLE, FOREST ECONOMIST, CASCADE HOLISTIC ECONOMIC CONSULTANTS

Mr. O'TOOLE. All right. Thank you, Mr. Chairman. My name is Randal O'Toole, I'm a forestry consultant and publisher of Forest Planning magazine. Mr. Chairman, the motto of our consultant firm is: "Public Forestry is too important to be left to foresters." And I think this is nowhere better demonstrated then by the DuLaney report.

Consider that the DuLaney report indicates that up to 15 percent of all the herbicide spraying in region 5 took place against the professional judgment of district silviculturists simply in order to meet targets. This does not just represent a potential health hazard but a waste of over $1 million. Now to me this is the real significance of the DuLaney report, not just that data is being falsified but that people are going out and doing expensive activities to meet targets when in their own judgment those activities are not needed or will not be successful.

Clearly, something other then professional judgment is ruling the Forest Service. I would like to suggest that it is the natural desire and tendency of the bureaucracy to maintain and increase its budget. This desire provides a strong motivation for the Forest Service to make targets, not on-the-ground needs, the driving force in project work. Targets are easily budgeted, on-the-ground needs are not, since they are predictable from one year to another. As Mr. Zane Smith testified, the targets are set 3 years in advance, so targets set in 1979 to 1981 which were based on anticipated high levels of timber cutting and high levels of need for reforestation, the targets were way over estimated because in 1982–84, much less timber cutting took place and was expected, much less reforestation was necessary, yet there the targets were and there you have essentially the reason why the data was falsified and why unnecessary work was done, to meet targets that were based on expected increases in timber cutting that did not take place.

If the district fails to meet its targets, it may lose its budget for the next year even though the actual on the ground needs for that year may be greater. And so, without impuning the integrity of any individual or group of people in the Forest Service which is one of the most honest and well intentioned groups in the Government, I think that honesty, good intentions, and sound professional judgment are not enough. Bureaucratic and institutional forces overrule. For example, in the mid-1970's, region 5 published an environmental impact statement for herbicide spraying. One of the alternatives in that statement was to use seed tree selection and

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shelter woodcutting instead of clear cutting and the EIS found that if alternatives to clear cutting were used, herbicide spraying needs to be reduced by 75 percent. The alternative was rejected and a typical example of narrowminded thinking because they still have to spray one-fourth of the land, nobody considered well lets not use clear cutting on three-fourths of the land and we can reduce our herbicide needs by three-fourths.

Today its even worse. The Forest Service is not even considering alternatives to clear cutting. In the Tahoe Forest plan, forest planners have put in prescriptions which did not use clear cutting and which did not need herbicides.

Mr. WEAVER. Sorry; however on my time if you would like to continue your last point.

Mr. O'TOOLE. All right.

Mr. WEAVER. This is my time now.

Mr. O'TOOLE. All right. The planners put in these prescriptions and they are ordered by the regional office to remove the prescriptions and were ordered only to consider alternatives which used herbicides and so I believe that bureaucratic pressures are forcing planners to consider only herbicides and bureaucratic pressures are forcing silviculturists to do activities which are unnecessary and expensive.

Mr. WEAVER. Let me ask you this, Mr. O'Toole, do I understand you to say that some herbicide use in the forests, in our national forests is applied not to grow trees, that isn't really what they are after because it doesn't do any good in certain instances, you say 50 percent, but is simply to satisfy the requirements of a computer program set up to determine harvest levels. Is that what you are saying?

Mr. O'TOOLE. I would say it's to satisfy the targets that have been set by people 3 years in advance who did not even know how much herbicide release was necessary but that figure came directly from the DuLaney report.

Mr. WEAVER. But what I am saying is that the herbicides were applied not to grow trees, that wasn't the reason for applying them?

Mr. O'TOOLE. That's right, to meet targets, that's correct.

Mr. WEAVER. Just an artifice to meet some abstract goal or whatever is in the computer. That is devastating testimony. Would you just tell us what you have to back that up again please, that charge.

Mr. O'TOOLE. The DuLaney report indicated that 14.6 percent of all the release spraying that had been done by the people who responded to the report was done in order to meet targets and was done at a time that—in their professional judgment it would not be successful.

Mr. WEAVER. In other words would not help grow trees.

Mr. O'TOOLE. That is right.

Mr. WEAVER. And this is actual reports from on-the-ground silviculturists, is that correct?

Mr. O'TOOLE. That is right.

Mr. WEAVER. I thank you. The gentleman from California.

Mr. PASHAYAN. What does CHEC stand for?

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Mr. O'TOOLE. Well, the chairman stated our full name Cascade Holistic Economic Consultants, it is a little bit pretentious so we don't use it anymore very much.

Mr. PASHAYAN. Are you a chess player by any chance, I noticed you have a check mate set up here?

Mr. O'TOOLE. Yes, it is a little chess puzzle, it is a typical queen sacrifice.

Mr. PASHAYAN. You are the white side and the Forest Service is black, is that it—they are about the king takes queen, rook to the rook seven, check mate?

Mr. O'TOOLE. That is a possibility, oftentimes I wear a black hat too.

Mr. PASHAYAN. Well, let us talk about that computer for a minute. That is right—it is king's rook to the king's seven check mate, black king takes white——

Mr. O'TOOLE. I'll play you.

Mr. PASHAYAN. All right. You say herbicides are not to grow trees but to satisfy statistics or numbers in a computer?

Mr. O'TOOLE. I said I was merely reading back the results of the DuLaney report which said that a large percentage, I believe it was 30 percent of the respondents indicated that at some times they had used herbicides to meet targets and at times that they felt the herbicides would not be successful and it was about 14.6 percent of all the acres that had been sprayed by the respondents.

Mr. PASHAYAN. Do you believe that part of the DuLaney report?

Mr. O'TOOLE. I am not very surprised by it, I know that there have been many other studies that have indicated that herbicide spraying is not necessary, that the conifers that are supposedly being released will—are free to grow already and we don't need to release them.

Mr. PASHAYAN. But you do not or do you agree with the conclusion of the author of the DuLaney report that herbicides should be used?

Mr. O'TOOLE. No, I am not sure that the author is qualified to say that herbicides should be used.

Mr. PASHAYAN. Well if the author is not qualified to come to that conclusion, then why do you believe a part of that that happens to support your argument when taken out of the context of her entire report?

Mr. O'TOOLE. I wasn't taking anything out of context, I was——

Mr. PASHAYAN. You are taking it out of the report, you are extracting a part of it that supports her overall conclusion. Is that the right thing to do?

Mr. O'TOOLE. I guess I would—I do not think that——

Mr. PASHAYAN. I mean pawn to the queen four in some openings is a good move but not in all openings, you have to take pawn to the queen four in the context of the whole opening, do you not?

Mr. O'TOOLE. When you first asked Ms. DuLaney what her opinion was, she said that she did not believe she could say that herbicides had to be used as a result of that report.

Mr. PASHAYAN. She said two or three times clearly that she thought the statistics were saying that herbicides should be used. Now I asked her that two or three times and that is on the record so lets not quarrel about what is on the record.

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Mr. O'TOOLE. She said she thought the statistics were saying that in the professional judgment of the people, they needed to use herbicides to meet their targets.

Mr. PASHAYAN. No, she said apart from that that she thought it was desirable and I asked Mr. Smith about how the targets were set, now let's talk about your computer. You say herbicides are not used to grow trees, why are they used?

Mr. O'TOOLE. In this case they are used to meet targets.

Mr. PASHAYAN. What are the targets?

Mr. O'TOOLE. The targets are based on predictions of on the ground needs made 3 years in advance.

Mr. PASHAYAN. No, what are the targets, the board feet I mean?

Mr. O'TOOLE. No, the targets are numbers of acres to be released.

Mr. PASHAYAN. Numbers of acres to be released for what purpose?

Mr. O'TOOLE. For the purpose of reforestation which determines the level of harvest.

Mr. PASHAYAN. So we are talking about—and is the level of harvest not related to the number of trees?

Mr. O'TOOLE. The level of harvest is related to the number of trees but I believe that the situation that the DuLaney report is indicating is that in the mid-1970's and the late 1970's the Forest Service anticipated high levels of timber harvest——

Mr. PASHAYAN. Now wait a minute, wait a minute. Now just a minute now you are getting ahead. The targets are related to the number of trees, are they not?

Mr. O'TOOLE. The targets are related to the number of acres which are cut.

Mr. PASHAYAN. All right. And on those acres the number of trees per acre, is that not right?

Mr. O'TOOLE. Three years in advance, you cannot predict how many number of trees per acre.

Mr. PASHAYAN. Now wait a minute, I am talking about a simple definition here, for heaven's sakes alive, what are we talking about, are we talking about the production of board feet or the number of trees per acre?

Mr. O'TOOLE. In an on-the-ground sense, we're talking about the number of acres that will be treated with an herbicide release.

Mr. PASHAYAN. Are the number of acres having anything to do with the number of trees per acre?

Mr. O'TOOLE. Not as used for the target. The target simply says—

Mr. PASHAYAN. Is there any correlation between the targets and the board feet that the Forest Service wants to produce?

Mr. O'TOOLE. A vague correlation.

Mr. PASHAYAN. Mr. Chairman, you had 1 or 2 minutes left over, I think you might be interested——

Mr. WEAVER. I asked that the gentleman be given 1 additional minute and——

Mr. PASHAYAN. Excuse me.

Mr. WEAVER. I have 2 minutes left, I will give the gentleman 1 of my minutes and take the other.

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Mr. PASHAYAN. You might be interested in this line of questioning too. There is only, you say, a vague correlation between board feet and the number of acres?

Mr. O'TOOLE. I think I would like to submit in writing when I'll have a greater opportunity to do so at length exactly what my answer means but what I am trying to say is that the Forest Service establishes levels of timber harvest, based on those levels of timber harvest——

Mr. PASHAYAN. Excuse me, that is board feet, is that right?

Mr. O'TOOLE. Board feet.

Mr. PASHAYAN. Thank you. Stop right there for 1 minute. Is that what is in the computer?

Mr. O'TOOLE. That's what is in the computer.

Mr. PASHAYAN. Now if you are talking about board feet in the computer, then how can you escape that you are talking about the number of trees?

Mr. O'TOOLE. You are talking about the number of trees but——

Mr. PASHAYAN. Then if you are talking about the—stop right there—if you are talking about the number of trees, how can you escape that you are also talking about growing trees?

Mr. O'TOOLE. Because the board feet in the computer has only a vague relationship with the targets that are established on the ground for the number of acres to be released.

Mr. PASHAYAN. But we are still talking about growing trees are we not whether they are the numbers in the computer or the estimates made on the ground?

Mr. O'TOOLE. I would say first of all that because they program the computer to believe that you have to use——

Mr. PASHAYAN. Now just 1 minute, answer my question, I have got a limited time here.

Mr. O'TOOLE. Yes.

Mr. PASHAYAN. Then herbicides go to growing trees?

Mr. WEAVER. All right, the time of the gentlemen has expired, I have 1 minute left and without objection I will answer the gentleman. Mr. O'Toole's written testimony in addition will be placed in the part of the record at this point but I will answer my friend from California. The harvest level of the national forest is related to the theoretical amount of timber to be grown in the future by certain practices. Remember, and so therefore if theoretically you spray a herbicide on an acre of ground, it theoretically will produce faster growing timber in the future. So if you don't spray the herbicide then you can't go into the computer and say theoretically we are going to produce more timber. What Mr. O'Toole has been saying today is that there are people out there in the forest who have to meet these targets of timber harvests set by Washington, DC, who go and spray the herbicide on a area of acre in the forest where it's not needed. The growth of competing vegetation is not sufficient that it's going to hurt the trees coming up but they spray it in order to meet this theoretical computer program that says if you spray so many acres the trees will grow faster so it has nothing to do with the actual growth of the trees. We won't know about that for another 50 years.

Mr. PASHAYAN. All right.

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Mr. WEAVER. What it has to do with is this theoretical program in the computer that if you spray herbicides the trees grow faster and therefore you can harvest more today. Now that is the answer is it not, Mr. O'Toole, I will allow you one word?

Mr. O'TOOLE. Thank you, yes.

[EDITOR'S NOTE.—Additional information regarding the relationship between herbicide spraying and the level of timber harvest follows:]

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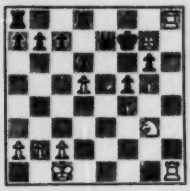

CHEC

P.O. Box 3479 Eugene, Oregon 97403
(503) 686-CHEC 15 July 1985

Supplement to Testimony of Randal O'Toole

During my testimony of 8 July 1985 questions were raised regarding the relationship between herbicide spraying and the level of timber harvest. I noted that this relationship was "vague" and that I would provide supplemental testimony describing it in detail.

There are three steps which must be described to understand this relationship. First is the determination of the level of programmed timber sales. Second is the annual budget request. Third is on-the-ground implementation.

The Forest Service determines the level of programmed timber sales — sometimes called the "allowable cut" -- in a timber management plan using estimates of the capacity of the land to grow timber when managed at a given level of investment. If, on a hypothetical forest, young stands must be released after every clearcut, and programmed sales equal 1,000 acres of clearcutting each year, then the agency will assume that 1,000 acres must be released each year.

Due to variations in the market for timber, however, programmed sales do not always equal annual harvests. When budgeting, forest managers must predict three years ahead how much timber will actually be harvested. In the early 1980s, most national forests developed a huge backlog of sold but uncut timber. Timber contract deadlines and predictions of an increased housing market led managers to assume that this timber would soon be cut.

Managers developed budgets for herbicides which assumed that this backlog would be cut and the land would need site preparation and release treatments. As it turned out, timber contract extensions and a continued slump in the housing market led to lower-than-predicted levels of timber cutting.

Although our hypothetical forest might need an average of 1,000 acres of release treatments each year, far fewer acres actually needed to be treated over the past few years. Yet managers had budgeted for more acres to take care of the backlog which they assumed would be cut.

This budget translated into on-the-ground targets for district silviculturalists. Since the targets were much higher than the number of acres being cut, there was no need to meet the targets to attain the growth rates predicted by the timber management plan. As my testimony indicates, the main incentive for meeting targets was to maintain the annual budget.

Note that the falsification of data was only a minor response to these targets. Unnecessary herbicide spraying and other activities was much more significant. The DuLaney report estimates that 8 percent of all plantings, 14.6 percent of all herbicide spraying, and 13.9 percent of all precommercial thinning in Region 5 were done only to meet targets, and were otherwise of "questionable need" or were done "knowing it would have to be repeated." The cost of these activities was over $2.5 million over five years.

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Mr. WEAVER. Gentlemen, time is expired and we call the next witness. The panel of Mr. Michael Jackson, Mr. Michael Yost, Mr. Len Berardi, Ms. Patti Hedge and Mr. Eric Gersten and boy I didn't realize there were five. Well, lets see, we are all right on time—3 minutes a piece. Mr. Michael Jackson, Friends of Plumas Wilderness.

[Prepared statements of Michael Jackson, Len Berardi, with attachments, Patti Hedge and Eric Gersten may be found in the appendix.]

PANEL CONSISTING OF MICHAEL JACKSON, FRIENDS OF PLUMAS WILDERNESS; MICHAEL YOST, PROFESSIONAL FORESTER; LEN BERARDI, FORMER FORESTRY CONTRACTOR; PATTI HEDGE, CALIFORNIA-NEVADA REGIONAL DIRECTOR OF THE WILDERNESS SOCIETY; AND ERIC GERSTUNG, NORTHERN CALIFORNIA CONSERVATION CHAIRMAN, SIERRA CLUB

Mr. JACKSON. Yes, sir.

Mr. WEAVER. Would you like to begin?

Mr. JACKSON. My name is Michael Jackson——

Mr. WEAVER. Do you have a written statement, sir?

Mr. JACKSON. Yes, sir, we do.

Mr. WEAVER. Thank you, I've got it.

Mr. JACKSON. The testimony that I am going to give will not reflect exactly the written statement because of some of the questions which have been asked here.

When I was notified of this hearing, I called the Quincy Ranger District and made arrangements with the district ranger to go out and look at some clearcuts to see how the planting was going. The Plumas National Forest is one of the forests that was picked by the Federal Government—Washington office—to come and examine the truth of the DuLaney report.

As everyone else, I find that my neighbors are honest men and women and want to work in a good fashion but I felt that it was important to be on the ground. I walked 14 clearcuts and replantings last week and I found that the trees were in fact there. They all needed——

Mr. WEAVER. New trees you mean?

Mr. JACKSON. New trees.

Mr. WEAVER. OK.

Mr. JACKSON. They all needed interplanting, almost all of them, but I was assured that that would take place. On three occasions I found manual release going on. What was a surprise to me was I could not tell why those particular sites had been picked for release. When I asked the silviculturists who were with me, they indicated that they were picked for release because they had come up in the office, no one had been on the ground.

It seems to me that the crucial part of the DuLaney report is that no one is on the ground. The Forest Service built its reputation as a group of people who had top—or had bottom up management. That is gone. What we now have is a situation in the forest in which people who work for the Forest Service believe that on the ground they have no authority.

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The authority comes down in a centralized planning fashion from the Office of Management and Budget and ties these peoples hands. Region 5 again Zane Smith is talking as if every problem in region 5 is caused by the herbicide ban. That is not the case.

The Plumas National Forest is set up in test plots to show the effectiveness of herbicides, and as I looked at those test plots what I found out is, the trees are no bigger after the herbicides are sprayed then if they're not sprayed at all. They are no bigger after the herbicides are sprayed then if they are growing in the middle of competing vegetation.

What they convinced me of in my 2 day trip is that next time I decide to appeal a timber spray project, I will appeal it on the grounds that there should be no action because there is no evidence on the Plumas National Forest to indicate any of the herbicide spray projects are doing any good.

Second, I had these silviculturists take me to two major timber sales. One of them was the Rocky Point sale, a sale—excuse me—I didn't go that week, I went an earlier week to Rocky Point. It was a timber sale in which the logger was ordered to destroy all of the growth that was underneath a successful over story removal in order to meet targets and quotas. That means that we lost in some cases 20 to 40 years worth of growth simply to make this fit the computer model.

I went also to the Empire sale and it is well named. The Empire sale is legendary in the Plumas National Forest. In fact, if Darth Vader did forestry, that sale is the way it would look. What they did in the Empire sale is to totally change the original sale to meet targets in a number of different areas. The amount of land burned, the amount of land planted, the amount of fire control acreage, all of those things come together on the land, they may make sense in terms of RPA targets but on the land you have a blackened, charred, destroyed area.

Mr. WEAVER. Sorry, Mr. Jackson. Thank you.

Mr. Yost.

Mr. YOST. My name is Michael Yost. I am a professional forester. I teach forestry in a small community in northern California which is also the headquarters of the Plumas National Forest. As a teacher and forestry instructor I do spend a lot of time in the forest with Forest Service personnel and with my students and over and over again I am finding that there are a lot of Forest Service personnel that are real unhappy about these targets that are laid down on them.

We've heard this morning about targets relative to site preparation, planting, thinning, et cetera. One that wasn't mentioned was the slash burning that needs to occur. We are seeing on the Plumas National Forest approximately 4,000 acres a year being clearcut in the near future. The fire people are telling us privately that they cannot do slash control burning on 4,000 acres a year because the window that they have, the time of year that they have to operate; they cannot do 4,000 acres a year safely of this slash burning.

Primarily, the people that I talked to in the Plumas National Forest realize that the real targeting problem comes from the harvest targets that are set, the 250 million board feet a year that is

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expected to be harvested in the Plumas Forest because that is where the problems originate, that and the fact that they are now being asked to do clear-cut forestry primarily, even age forestry.

As a forester, I myself have laid out clear-cut blocks in Lodgepole Pine, the northern Rocky Mountains where it was very appropriate to clearcut even aged stands. Clearcutting however is not appropriate in mixed conifer stands with six pieces of trees that grow in uneven age methods.

The last thing I would want to mention is that I too saw the Empire sale last week and I've seen other sales with the same situation occur where the logger removed all the marketable timber and there were many acres, thousands of trees 11 inches in diameter at breast height and under, advanced regeneration that the—in one case the logger was required to knock them down and have them burned by the Forest Service, in another situation in the Empire sale, the Forest Service hotshot crew logged those, not put those trees on the ground, cut them down, piled them, and burned them, and over the strong objections of the silviculturists. This silviculturist happened to make a big issue of the fact that he feels that silviculture is an art, that that is the way he learned to practice silviculture from the ground up and he is real unhappy that he is now expected to do forestry from the top down. And I think that it's been mentioned that these clear-cut blocks are designed to fit targets or computers. As a forester, I think I can teli you that one of the reasons for that is a primary tool the foresters use is aerial photos and when these residual trees were knocked down within the clear-cut blocks that meant that the whole area could be picked up very easily on an aerial photograph and that would be a way that it could be put into this in the management scheme. Thank you.

Mr. WEAVER. Thank you very much, Mr. Yost. Mr. Berardi.

Mr. BERARDI. Good morning. I don't know if this mike is working. Is the mike working?

Mr. WEAVER. Just talk loud, sir, that mike is working but it's not—it is a recording mike.

Mr. BERARDI. Good morning, Congressman, staff, and audience. My name is Leonard Berardi, I'm from Nevada City, CA, the headquarters of the Tahoe National Forest. I have been involved in contracting in the Tahoe National Forest and have been working very closely with the supervisorial and silvicultural staff of the Tahoe and with Zane Smith's office in region 5 in discussing and attempting to develop forest practices and herbicide use. What I brought today and I have a written statement that I have given you with some visual aids, those photographs are of the Tahoe National Forest. That project is a project that I successfully bid on but didn't complete because there was a question on who defaulted. I say the Government did, the Government said I did. That was a 149-acre plot with 19 units in Sierra County, CA, in the Tahoe National Forest. They were scheduled for herbicide treatment and some manual release, some manual site prep, some fire lines. You can see from the photographs of the areas in question. You can tell the areas in question because they're full of brush.

That project was developed in 1978, the photographs were taken 2 weeks ago, 1985——

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Mr. WEAVER. All these four photographs.

Mr. BERARDI. Those four photographs were taken by myself, yes.

Mr. WEAVER. Two weeks ago?

Mr. BERARDI. Two weeks ago. Those areas were to have been planted in the spring of 1979. The areas were sprayed, the herbicides were used, it's all in the books. Some burn had taken place because I was there. There has been no planting on those plots, that represents a part of the forest that we've been talking about. I'd kind of like to bring the forest to you but I invite you to come to the Tahoe, I'd like to show you around, I'd like to introduce you to a couple of miners and some foresters, some people that use the Tahoe and I think you'll find that Ms. DuLaney's report is only a little bit of what's going on in the Tahoe as well as other national forests in region 5 and probably all across the United States. That was kind of kid stuff, some of the stuff that came out of her—in her report. You can talk to professional foresters, they will tell you the same kinds of things. I don't mean to indict anybody but everybody likes to keep their jobs. It is tough economic times. Timber fallers will tell you the same thing, tree planters will tell the same thing. Come on up, we'll show you around.

One other visual aid I have and these are the manuals that were developed for that 198-acre project, the rationale of spraying was used, they needed Federal marshals to close the roads when they did spray. I estimated this 149-acre parcel treatment so far, this is without planting, to cost $200,000, real money. That is not considering the loss in timber. I don't know when it's going to be planted. These are the manuals right here. There's a lot of paperwork in there, somebody has to pay for that administrative review; I was involved in it, a number of other people that I know were involved in it, professional foresters like Mike Yost, I would leave you with a couple——

Mr. WEAVER. Sorry. Ms. Hedge. Would you give her the mike please.

Ms. HEDGE. Good morning. I appreciate the opportunity to testify on forest management for forest management implications in the recent Forest Service report in question. I am Patti Hedge, I'm the California, Nevada regional director of the Wilderness Society representing 160,000 members. I'm also a fourth generation Californian with a very personal interest in my natural resources heritage.

I want to commend Ms. DuLaney and the Forest Service people who have conveyed their truths. I have to trust that they will not suffer professionally for having spoken out.

It seems to me that now is a special opportunity for Congress and the Forest Service to look at what the Earth can really produce within the context of responsibly managed forest lands. It seems appropriate to have not Forest Service but independent audits of the present system, examine the connection between present silvicultural practices and annual set targets and budgets. If an independent audit shows that a significant amount of reforestation work has not, in fact, been done or was done in an unacceptable manner, the Wilderness Society recommends that two immediate steps be taken.

First, the Forest Service should scale back for unharvest levels otherwise the Forest Service may be overcutting our national for-

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ests and robbing future generations of a multitude of those benefits. Second, the audits absolutely should be expanded to other Forest Service regions, particularly the Rocky Mountains, where we know the gradual soil and area conditions make reforestation particularly difficult.

The Forest Service must end the present, perhaps not stated but understood promotion by board foot production. There are outstanding professionals whose first obligation is the development and continuation of a sustained yield forest management system. A sustained yield system that guarantees protection and educated management of among other values our fisheries, our soils, our watersheds, and our recreational areas.

There should be a connection between the knowledge of the professionals in the field and those who work the land and the expectations of the administrators who have risen to the highest levels, many of whom we all know started their careers in the field. At what level now does the administration and management become preferable to having present numbers coming out of computers rather than an honest assessment of what really comes out of the ground.

It is the obligation of the Forest Service and certainly with this Congress to seek and state the truth. Either we join together, and it will take courage for some without question, and correct the existing silvicultural practices that are tied to annual targets and budgets or we're obligated to tell future generations of Americans that we lacked the real courage to investigate these responsible allegations that have come forth and have personally chosen instead to produce for this future generation a lazy abandoned forest.

Mr. GERSTUNG. Yes. I am Eric Gerstung, testifying on behalf of the Northern California Regional Conservation Committee of the Sierra Club. I am only going to discuss red fir regeneration problems in the Sierra, NE, which I am most familiar with.

I have traveled extensively through red fir belts since 1960. During the 1960's and 1970's, thousands of acres of old growth red fir on the higher elevation national forest lands were clearcut, 10 to 40 acre patches. Since natural regeneration of these clearcuts seldom occurred except in narrow bands along the edges, a great deal of artificial regeneration has been required. Judging by my observations and discussions with Forest Service silviculturists, much of the attempted artificial regeneration has been unsuccessful. Repeated restocking of large clearcuts with red fir seedlings has been—has had extremely variable and often disappointing results.

Last summer I visited a number of red fir clearcuts between 10 and 20 years old. Many are still devoid of red fir seedlings, this red fir despite repeated plantings. Some of the most striking examples of regeneration failures I observed are in the Jackson Meadows area of the Tahoe National Forest. I can provide color photographs of these sites if the subcommittee desires.

The general failure of red fir regeneration has led to considerable experimentation with alternatives, some pretty drastic. In the southern Sierra, NE, some Forest Service silviculturists have become so frustrated with trying to regenerate red fir and clear-

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cuts that they planted Ponderosa and Jeffrey pine. Survival of the pines has generally been good. Unfortunately, snow damage and retarded growth due to frost pockets have been so severe in some areas that pines are being removed and red fir seedlings tried again. Elsewhere, costly artificial shade is being tried in a desperate attempt to improve seedling survival.

There seems to be a consensus among Forest Service and industry foresters that both natural and artificial regeneration of red fir have generally been more successful in narrow strip cuts, shelter woodcuts, and very small patch cuts or group cuts.

Sufficient shade is the key requirement. Forest Service research in red fir management in northern Sierra has shown that shade is essential to the survival of young red fir. For if sufficient shade is not present, adequate survival depends on relatively cool summers, rainy summers, and east facing slopes. Although some of the ranger districts have switched to shelter woodcuts and strip cuts, there is still a great deal of clearcutting going on in the red fir area. Some districts are increasing the amount of clearcutting.

Present Forest Service timber management plans and new land management plans base future timber yields on the assumption that all harvested areas including clearcuts in red fir will be fully regenerated in 5 years. Since this assumed regeneration is not occurring, we conclude that projected yield should be revised to reflect the current mixed results.

Mr. WEAVER. Thank you very much, Mr. Gerstung. Your photos, Mr. Gerstung, yes; we would like them and without objection be placed in the file of this committee record along with the photos of Mr. Berardi.

This is devastating testimony you've given us today. This is not theoretical talk about, "gee, we think we're not doing a good job." Mr. Jackson cited specific sites in the Plumas National Forest. Mr. Yost came up with a specific sale, the Empire sale and said what happened there. Mr. Berardi brought his pictures and his specific descriptions. Mr. Gerstung is going to provide photos, devastating. This is cold, hard evidence of what is going on in our national forests.

Mr. Berardi, would you want to take 1 minute of my time to conclude what you were saying; I had to cut you off.

Mr. BERARDI. Thank you, Congressman Weaver. Just on the positive end and it's been said here this morning is that what we were attempting to do on the Tahoe and with the region 5 regional office here in San Francisco is ask and develop some data base for No. 1, the use of herbicides and some silvicultural methodology that is working which seems to be scientific disagreement and whenever there's scientific disagreement, I think there's a problem.

The only people I hear saying that we need herbicides and prescribing the silvicultural prescriptions that are in my written presentation here is the Forest Service personnel. There is a lot of pressure, promotions come from getting things down on paper, getting things done and then you move on. There is not one person involved in that project in 1979 that's left on the Tahoe National Forest, nobody's responsive. The district silviculturists, the supervisor is retired and the other person; it's very difficult when no one is responsible to find out what the heck is going on and it's also

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difficult when they don't have data that says we can grow these pine trees because we've used herbicides here in the past.

Mr. WEAVER. Well, Mr. Berardi, you've testified to specific waste of tens of thousands of dollars. Now, I think, my colleagues in Congress and on this committee and the full Interior Committee are going to be outraged as much as I am by this waste of taxpayers money caused by setting these ridiculous targets and putting pressure on the people on the ground. I agree with you that people in the Forest Service are on the whole, fine, decent, outstanding people. Pressure is given them from Washington, DC, where their careers are on the line, their abilities to perform are on the line and this causes waste of tens of thousands of dollars of taxpayer money, in your specific testimony, as well as a certain amount of corruption that occurs and as well as mismanagement of our national forests.

The Empire sale, Mr. Jackson—I mean Mr. Yost that you mentioned, you said they hotshotted it, would you tell us what that is again please very briefly.

Mr. YOST. Congressman, the hotshot crew is a fire control crew that the Plumas Forest has and in the spring of the year when there are no fires, these people are without work so they went into this—they went into an area after the logger had taken the merchantable timber off of it and the hotshot crew was ordered or directed to fell all the remaining trees on the sale and then they were piled up and burned.

Mr. WEAVER. Why were these trees not harvested by the logger?

Mr. YOST. They were too small to be merchantable. They were less then 11 inches in diameter. They represented maybe 30 or 40 years of growth and now if successful, if we can now—if the silviculturists actually can establish young seedlings on this burnt over piece of land even if he's successful, he's still going to be 30 years behind these trees that were removed.

Mr. WEAVER. Thank you very much. Again, I want to compliment this panel for excellent specific testimony that I think is of enormous importance. Thank you very much. The gentleman from California.

Mr. PASHAYAN. Mr. Gerstung, I'm not quite clear from your testimony what the position of the Sierra Club is, are you against the use of herbicides entirely?

Mr. GERSTUNG. I wasn't really speaking to the herbicide issue in my testimony; I was speaking to the method of timber harvesting and the need for some changes in the method and this would be to go to—in certain timber types, specifically red fir to use partial cutting and in smaller block cuts which would not——

Mr. PASHAYAN. Answer my question. What is the position of the Sierra Club on the use of herbicides?

Mr. GERSTUNG. I'm not—this is beyond my presentation, I don't have a position.

Mr. PASHAYAN. All right. The Wilderness Society.

Ms. HEDGE. Yes, are you asking me the same question?

Mr. PASHAYAN. Yes, please.

Ms. HEDGE. The position of the Wilderness Society is that there may be very individual isolated situations in which the use of any kind of biacide may be appropriate and they should be evaluated

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side by side and the IS required. As far as the wide scale use of herbicides or any kind of biacide, we're absolutely opposed to when you put in balance what the advantages are to the additional growth that you may or may not obtain, you have to consider what losses are occurring in the way of——

Mr. PASHAYAN. But you are not entirely against the use of them then?

Ms. HEDGE. I'd say that if you put it on a continual, we're about as extreme as you can be and against the use of any kind of biacide except as I stated in very specific isolated emergency situations.

Mr. PASHAYAN. OK, now are you in favor of and I do not know the right words to describe it but we were talking about it earlier, somebody was mentioning about having the manual removal of some of these—some of the undergrowth, are you in favor of that instead of herbicides?

Ms. HEDGE. I don't know if I can professionally qualify to respond overall. I can tell you in California, I know where the California Conservation Corps has worked with the Forest Service in using manual release. It has been—you know, if you're going to test that system, it's a more—it's a safer environmental way to go and it probably is effective. I mean just as an ecologist, it's clear that when you remove a lot of the competing vegetation you're going to offer more energy——

Mr. PASHAYAN. Would the Sierra Club care to comment on that?

Mr. GERSTUNG. I think the Sierra Club concurs with the use of manual release as a alternative to herbicides.

Mr. PASHAYAN. OK, so in other words you would both—both of you would kill the undergrowth but you would choose different methods to kill it?

Mr. GERSTUNG. In some cases you might want some undergrowth to provide shade in case of rain——

Mr. PASHAYAN. No, I understand that, but we are talking in general terms here. So it is not that you are opposed to killing it, you are opposed to man coming in and killing it but you choose to use different methods, one by hand, the other by chemical. You prefer by hand?

Ms. HEDGE. I would only respond to say that in many instances we don't know what the safest ways or levels of release are right now.

Mr. PASHAYAN. But you agree that some of these things should be killed?

Ms. HEDGE. In certain circumstances, sure.

Mr. PASHAYAN. All right. Do you agree that the reasons that some of these things should be killed is so that trees might live better?

Ms. HEDGE. Are you asking me?

Mr. PASHAYAN. Yes, both of you.

Ms. HEDGE. Well, certainly the objective of healthy forests includes many components one of which of course is to maintain a sustained yield system and healthy one. It may be appropriate in some forests depending on the soil on the terrain to remove some of the underbrush.

Mr. PASHAYAN. To kill it?

Ms. HEDGE. Sure.

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Mr. PASHAYAN. I would like to hear from the Sierra Club first please on that.

Mr. GERSTUNG. I think we concur with that removal of the——

Mr. PASHAYAN. Killing?

Mr. GERSTUNG. Right. But getting back to what I was saying before, much of the herbicide spraying wouldn't be necessary if we were not clearcutting in areas that should not be clearcut such as the high elevation in red fir stands.

Mr. PASHAYAN. Well, that is a separate issue but do you agree that it is desirable to kill some of this underbrush and then of course to remove it in order to help the trees to live?

Mr. GERSTUNG. If it is competing, if it is truly competing.

Mr. PASHAYAN. OK. Would you like to comment on that?

Mr. BERARDI. Yes, Congressman Pashayan, I would. I do not think kill is a proper term, I think——

Mr. PASHAYAN. Well wait, excuse me, herbicide means kill, "cide" means——

Mr. BERARDI. Yes but when you are using manual site preparation, you are not killing the brush, you are suppressing the brush so that the conifers can get that start that they need, there is a big difference and I think you—you asked Patti about manual treatment in the woods——

Mr. WEAVER. The gentleman from California has my additional minute.

Mr. PASHAYAN. Thank you, Mr. Chairman.

Mr. BERARDI. That is what the objective is and I think——

Mr. PASHAYAN. In other words when you go to remove it you do not pull it up by the roots, you cut it off at the surface?

Mr. BERARDI. I've never seen anyone pull it up by the roots.

Mr. PASHAYAN. But you continue to keep it cut do you not?

Mr. BERARDI. I think the silvicultural theory is that once the conifers get to a certain height they have——

Mr. PASHAYAN. Would you accept mame forever?

Mr. BERARDI. No, I wouldn't accept mame forever either, no because the brush is healthy as can be, Congressman after the tree is a certain height.

Mr. WEAVER. The gentleman's time has expired and I want to thank the panel for appearing. I will have to remind the members, the people in the hearing room that they must not laugh except at the chairman's jokes.

I would like to call Mr. Lynn Warren, reforestation contractor, Mr. Chris Kidwell, forest worker, Mr. Tom Stokely, Safe Alternatives for our Forest Environment, and Mr. Peter Bretnall, Arcata, CA. Gentlemen, you have 3 minutes each please and Mr. Lynn Warren is first on my list, if you'd proceed.

[Prepared statement of Lynn Warren may be found in the appendix.]

STATEMENT OF LYNN WARREN, REFORESTATION CONSULTANT

Mr. WARREN. Mr. Chairman, my name is Lynn Warren——

Mr. WEAVER. You have a mike, the large one, that's it. No, there you go, use both of them. No, well——

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Mr. WARREN. I'm a forestry contractor, I've been in the business on the ground for 20 years. The last 4 years as a contractor, before that as a planter in Oregon, Washington, California, and Montana and I'd like to say right off that if it weren't for the ghost acres, the unplantable areas and the forest site prep that it would be difficult for a contractor such as myself I consider to be scrupulous and not one who uses illegal aliens and drives down price bids so low that nobody can compete, that if it were not for these areas that probably I would not be making any money at all.

I have had as much as 10-percent freebies given to me because of areas that were unplantable. I have had as much as 40 percent on a contract, areas are too rocky, areas that were improperly burned. In the Tahoe National Forest areas that were brown and burned which is another term for using herbicides as a site prep method, totally ineffective. Of course these areas that are poorly site prepped, you can't get the amount of trees in that the acres require so hundreds of thousands of trees every year are dumped or turned under. It's a tremendous waste to the taxpayers, too, I think.

I'd like to say also that these targets that the Forest Service set up hold unscrupulous contractors to put undue pressure on inspectors and COR's in the field. If halfway through a job if you want to do a little less quality work, you merely use that as a threat that you are so far along in the contract and they don't want to default you and turn your contract over to somebody else because tree planting requires a certain amount of time to get done so you can bring pressure against the Forest Service personnel in order to do sloppier work and this has happened and does occur many times. That's all I have.

Mr. WEAVER. Thank you very much, Mr. Warren. Mr. Kidwell.

[Prepared statement of Chris Kidwell may be found in the appendix.]

STATEMENT OF CHRIS KIDWELL, FORESTRY WORKER

Mr. KIDWELL. I am a forestry worker in Trinity——

Mr. WEAVER. Do you mind getting the big mike in front of Mr. Kidwell—that's the one. You got it.

Mr. KIDWELL. My name is Chris Kidwell and I'm a forestry worker in Trinity County. I've also worked in two capacities with the Forest Service. I now work for Bureau of Land Management—Survey Branch and in my work as a forestry worker I have planted innumerable dead trees. I have been told that the dead trees—I know people that are tubing trees with this which means it kills the trees to meet targets. I'd like to present to both the Congressmen copies of the contract daily diary where the Forest Service inspector on the job noted that he—that the contract told them there were illegal aliens on the job and the Forest Service did absolutely nothing besides filing of diaries.

Mr. WEAVER. Except filing what?

Mr. KIDWELL. Filing these daily diaries that the Forest Service inspector noted this on.

Illegal aliens used in the field is pretty massive in our area, I would say 80 percent——

Mr. WEAVER. Where is your area again, sir?

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Mr. KIDWELL. Hayfork District in Trinity County. I would say 80 percent of—district, Hayfork District and the Yellowbully Ranger District were planted by illegal aliens this year, they could not keep them on the job, they do not need their help. They were abandoning them in the field, the Forest Service has records. If you look where they have vehicles who ploughed aliens out of the snow because they were running out of food, they were going to freeze to death. I personally was told by an inspector last year that illegal aliens were saving paper tree bags to sleep in at night when it was snowing. Illegal aliens is just one of the many problems like I say, we've planted dead trees, we too have been told to plant dead trees to meet targets, I'm sorry I can't hit them all because we've been cut so short.

I worked on manual release and was told by the silviculturist in our district that he was trying to show the environmentalists that it can't be done and he awarded it for less then half the price of what his records show that could be done for and the workers of Trinity County lost $15,000 in wages and weren't paid for the work they were doing.

Last year I worked for a contractor, we planted trees that were healthy. As we were planting, the Forest Service inspector told us that there was a good chance the trees would be pulled up because they had not been inspected coming from Oregon to California. A few days later Forest Service employees went out and pulled up those trees, they renegotiated with our contractor and he replanted another set that had been inspected. They were healthy trees replanted at that time and I heard from various other contractors it was done all over northern California, pulled up live, healthy trees.

I would like to address the issue of trees being logged and trees being—we're developing a monoculture out there, 80 to 90 percent of all fir trees planted are dying.

Mr. WEAVER. I appreciate that, but I'm sorry, I must be firm. Mr. Stokely.

STATEMENT OF TOM STOKELY, CHAIRMAN, SAFE ALTERNATIVES FOR OUR FOREST ENVIRONMENT

Mr. STOKELY. Honorable Congressman, my name is Tom Stokely, I'm a Trinity County planning commissioner, I am also a survey technician for the Bureau of Land Management. I am also the chairman of Safe Alternatives of our Forest Environment Trinity County antispray group.

The Forest Service followup of the DuLaney report places much of the blame on the suspension of the use of herbicides. I would like to explain how this blame has been misdirected. Stocking surveys using Forest Service techniques were performed by SAFE on units planned for herbicide release in 1983. Forest Service stocking records were found to be inaccurate showing higher stocking then existed on most plantations. Many units surveyed by SAFE did not need release. Many of the plantations were not suffering from brush competition but rather from poor soils and extremely hot and dry microclimates created by clearcutting. There are viable alternatives to the use of herbicides when release is called for. SAFE

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has negotiated and successfully completed four service contracts utilizing these alternatives.

The Forest Service is planting dead trees and survival exams confirm this. Spraying herbicides will not help dead trees. The DuLaney report is merely the tip of the iceberg. The forest includes much more then just reforestation, it includes all of the resources found in our national forests. Unreasonable timber harvest targets and an emphasis on timber over other resources has resulted in resource specialists being given incentive awards not for protecting resources but for helping meet timber harvest targets.

For example, environmental assessment reports known as EA's, called for leaving streamside management zones, known as SMZ's, when cutting is done near creeks, springs, and rivers. It sounds good on paper but in reality our streams are not being protected, cable units are broadcast burned for site preparation which often results in the burning of the streamside management zone.

Recently, a geneticist named Land came out with a report claiming that Forest Service past and present clearcut policies in the Pacific Northwest will result in the extinction of the northern spotted owl even if clearcutting were stopped today. The Forest Service claims that they are protecting this resource. In order to abate this crisis, I recommend the following: Instigate a full GAO investigation of all alleged Forest Service abuses, place a permanent ban on the use of herbicides on Forest Service lands; three, eliminate clearcutting, four; create a toll-free 24-hour fake forest hotline where Forest Service employees and contractors can anonymously report violations and abuses, make all calls public record and accessible to all citizens; five, form a permanent review team equally represented by timber and environmental concerns, six, change the timber sale appeals process to a new system similar to that of the Department of the Interior, Interior Board of Land Appeals where appeals are not decided by the decisionmakers and their superiors but by an impartial administrative law judge; seven, eliminate targets as suggested by the DuLaney report; eight, provide funding for monitoring of resource protection and provide stiff penalties for Forest Service personnel and contractors who violate, falsify or do not implement resource mitigations. Thank you.

Mr. WEAVER. Thank you, Mr. Stokely, very excellent. Mr. Bretnall.

STATEMENT OF PETER BRETNALL, PROFESSIONAL FORESTER

Mr. BRETNALL. My name is Peter Bretnall, I'd like to start by apologizing for the extreme distortions of revenue. In the days of Gifford, the model nation for forestry was Germany. Today, it is Sweden. The bright orange chain saws of Sweden totally dominate the pro-logger market. Most silviculturalists and timber cruisers use a lot of Swedish tools. Sweden has the greatest taxes, high wages, and strict forest practice regulations, yet for a small nation, Sweden is an extraordinary force in the world of timber and timber products market.

As Jerry Fickland, environmental director of Simpson Timber Co., told me a few weeks ago: "You don't have to tell me about the Swedes, they are the competition that we really fear." The Swedish

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experience puts the lie to all the roddamentoddy that we hear about the cost and effectiveness of manual clearing and release versus manual, of chemical clearing and release versus manual motorized clearing and release of crop conifers.

You see the Swedes have been living under an all but complete ban on forest land herbicides for quite a number of years. Swedish foresters in general have learned to live quite happily with the ban, indeed have come to consider chemicals to be a hack tool for hack foresters. Why? Do they know something that we Americans do not, yes. In the early 1970's the Swedes developed a tool called the forestry clearing saw, a tool all but unknown to American forestry and woodsworkers.

The forestry clearing saw has a tremendous advantage over chain saw and operating costs, operating safety, and speed. You're talking normally three times as fast. The only real disadvantage of the forestry clearing saw is that sheer proficiency of these tools cripple severely the cost—the Forest Services cost back for advocation of chemical herbicides. For this reason, knowledge of and about these tools have been deliberately suppressed within the agency. Basically, the forestry clearing saw is a big, powerful, much more sophisticated version of your backyard weed eater and you wear it in a harness like a sled belt. I've used them, they're trick and there's little question in the minds of the few Americans who have used them that someday they'll change our forest practices just as their little brother changed what we did in our backyards.

My first experience and probably the first one in the Forest Service, I was a 2-month temporary at Redwood Sciences Lab in Arcata. We were doing research, we had terrible problems with a forest issue on chain saws. I got a hold of Les Barnack, we're getting our chemicals free, will you give us the saws. They said no but we will lend you some saws for the purposes of demonstrating to the Forest Service, which I did. These things are trick, it impressed everybody.

Just after my appointment, I sent a report to the regional office in San Francisco on the use of these tools, cut it all down, I was fired, and the manual conifer release experiments at the lab were canceled.

Mr. WEAVER. I went to Sweden to establish just what you've been saying, to go out with their foresters and their timber industry.

Mr. Kidwell, I want to establish the authenticity of this sheet of paper, it says U.S. Department of Agriculture, Forest Service, contract daily diary. The Forest, the Shasta Trinity contract No. 52-9A28-5-3944 project, tree-planting contractor Ben Taylor, Government official onsite Rex Crabtree. Are you testifying this is an official diary report?

Mr. KIDWELL. Yes, sir, it came from a silviculturist's office in this last week.

Mr. WEAVER. When?

Mr. KIDWELL. Within the last week.

Mr. WEAVER. There is no date on it, I find no date on it anywhere—excuse me, I missed it, April 5, 1985—excuse me. You then have this declaration in lieu of testimony by Janet H. Mountjoy. Is she the one that got it?

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Mr. KIDWELL. She is the one that pulled it out of the silviculturist's file.

Mr. WEAVER. All right, I ask unanimous consent that this contract daily diary and the way that it was acquired by Janet H. Mountjoy be placed in the record at this point without objection. So ordered.

I have been fighting use of illegal aliens in our forest contracting work now for 10 years. I have held at least a dozen official hearings such as this one today. I have set up a special commission in Oregon to negotiate with the Forest Service and I cannot get them to stop it.

We finally came to terms with the Forest Service where they agreed they'd certify the payroll so at least these poor people get paid because you know the standard practice is that there is a secret called the INS. At payday the INS agents are called in to chase them off so the contractor doesn't have to pay them. I have many leading co-op's in my district. They employed an average of about 1,200 forest tree planters for at least 12 years; 1,000 are now out of work, only 200 are still employed and partly because of the decrease in harvest but also mainly because of the use of illegal aliens.

Now, within 1 month of the time I got this deal with the Forest Service finally to take steps against use of illegal aliens, they reneged and canceled the agreement that we had worked for a couple years on. A Forest Service employee was quoted in the paper 2 weeks ago in the State of Washington on the Gifford Pinchot National Forest as saying that it was in the taxpayer's interest to hire these contractors that used the illegal aliens. Now it comes out in print. I've known all along that the lower echelons of the Forest Service want to use illegal aliens and have challenged them on this. I've maintained that they really want to use them because they do know who the contractors are who constantly use illegal aliens. I've told them: "You know who they are, you don't have to accept their bids." They respond with bureaucratic gobbledygook. This hearing explains what the problem has been, why thousands of people in the Northwest are out of work. American citizens are out of work because the targets set for the Forest Service by Washington, DC, are unrealistic. They create pressure on these guys and force them to go to the lowest bids possible. I read from Rex Crabtree's statement: "I inquired about the pay rate for the planters, the foreman said they receive $35 per acre between 11 planters, also I think the crew is all illegal aliens." No wonder Ben Taylor can bid so low.

Now I hope you're right when you tell me this is official. If it is found out later that I am reading from something that was made up by somebody, I'll tell you I will be very angry. I am going to inquire about the authenticity of this, you understand. I am going to go to Mr. Crabtree, I am going to go—which forest is this, Shasta Trinity? Which ranger district?

Mr. KIDWELL. Shasta Trinity Hayfork District.

Mr. WEAVER. What?

Mr. KIDWELL. Shasta Trinity Hayfork District.

Mr. WEAVER. What district?

Mr. KIDWELL. Hayfork, H-a-y-f-o-r-k.

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Mr. WEAVER. Hayfork District, Hayfork Ranger District, right?
Mr. KIDWELL. Yes, sir.
Mr. WEAVER. All right, it's got——
Mr. KIDWELL. May I add something to that?
Mr. WEAVER. And what is Rex Crabtree, what is his official title?
Mr. KIDWELL. He was an inspector at the time, now he is in fire——
Mr. WEAVER. Now he is what?
Mr. KIDWELL. In the fire department, whatever, I don't know his title in fire but he was an inspector.
Mr. WEAVER. He's been fired, did you say?
Mr. KIDWELL. He is in fire, in the fire——
Mr. WEAVER. Fire official.
Mr. KIDWELL. In the Fire Management Department.
Mr. WEAVER. With the Forest Service?
Mr. KIDWELL. With the Forest Service.
Mr. WEAVER. He's a Forest Service employee?
Mr. KIDWELL. He's been one——
Mr. WEAVER. Well, I'm going to check on the authenticity of this——
Mr. KIDWELL. May I respond to it, Mr. Chairman?
Mr. WEAVER. I appreciate your bringing it in because let me tell you, this pins down the whole illegal alien situation. They're throwing thousands of American citizens out of work and to my mind this is just disgraceful.
Mr. KIDWELL. May I respond to what you just said?
Mr. WEAVER. I don't have any more time, I'm sorry. The gentleman from California.
Mr. PASHAYAN. If the chairman wishes more time, I mean I will not object to unanimous——
Mr. WEAVER. We have to leave in 3 minutes—5 minutes after your testimony.
Mr. PASHAYAN. I do not think there is anybody in this room who disagrees with the chairman's observations on the improper use of undocumented workers in this country. I fail however to see the connection between a contractor who uses undocumented workers to lower his cost of doing business and the targets set in Washington. I think there is an enormous distance.

Any contractor who has the motive to use undocumented workers in order to lower his cost and to outbid his competitors will do so whether or not there are the so-called targets, so-called unrealistically set in Washington or not. I don't see the relevance between that. Now let me interject here that I should like to ask the chairman to join me in any kind of effort we might make that if some citizens want to help the Forest Service to repopulate the forest by planting trees, that we ought to encourage that and not to discourage that and I want to applaud your efforts in doing that, that is quite apart from the problem however with undocumented workers.

Mr. KIDWELL. Would you like me to tie those things together for you?
Mr. PASHAYAN. Sorry?
Mr. KIDWELL. Would you like me to tie the targets and undocumented workers together for you?

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Mr. PASHAYAN. Well, I do not see how you can because——

Mr. KIDWELL. It's very simple.

Mr. PASHAYAN. If you can do it within 1 minute.

Mr. KIDWELL. These silviculturists have to meet a target and to meet that target they're under budget restraints and under budget restraints they take the lowest bidder and it is not just illegal aliens, it is people from the central end of——

Mr. PASHAYAN. I understand that, I understand that.

Mr. KIDWELL. OK. But we take the lowest bidder——

Mr. PASHAYAN. Just a second now before you go off on a tangent here, we all understand that the Government is being encouraged not just in the Forest Service but across the whole of it to take the lowest bid. That is nothing special to the Forest Service and the fact that a contractor might be so unscrupulous as to use undocumented workers to come in for the lower bid has nothing to do with the targets. A contractor does—they do that in other parts of the Government as well, that has nothing to do with forest contracts. They do it in military bids, they do it in housing bids, they do it all across the spectrum of the Government, what makes you think it is so different here?

Mr. KIDWELL. May I finish? The quality of the work, the quality of work——

Mr. PASHAYAN. We do not disagree on that—we do not disagree on that.

Mr. KIDWELL. OK, I am not saying it is just illegal, I am saying there are contractors from all over the west coast that are using underpaid labor against the Forest——

Mr. PASHAYAN. That is a problem across the whole Government, my friend.

Mr. KIDWELL. They're paying them to get all unquality work.

Mr. PASHAYAN. What do you think——

Mr. WEAVER. The witness will not speak while a member is speaking. The member may ask his question, the witness will then respond.

Mr. PASHAYAN. What do you think the Davis/Bacon law is on the books for? It is to prevent this sort of thing, and all I am pointing out to you it is not particular, or peculiar, or special to the Forest Service, it is all across the Government. And the other parts of the Government which—to which this is endemic does not have these targets you are talking about. The targets are irrelevant. You have got unscrupulous contractors who use underpaid, undocumented workers in order to try to get the lowest bid because of the rules of contracting that apply not only to the Forest Service but to all the Federal Government.

Now, I hope we can work together and hope we can repopulate some of the trees, that has nothing to do with it. I also should like to see and I should hope the chairman would join me in this. These chain saws that you were talking about that come from Sweden and I should like to ask you a question that I asked earlier, if you have pictures of it I am sure we should like to see it, I should like to see it. Does this chain saw really cut the undergrowth off at the surface or does it get down into the roots and kill it?

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Mr. BRETNALL. This is a video cassette and Mr. Kershner has already seen an eight millimeter. Now this is an advertising film from a Japanese company that also makes these things.

Mr. PASHAYAN. Identical to the Swedish?

Mr. BRETNALL. No; but similar, they're pretty close, they're similar enough where yeah, you could—the fact is, it is just within the last year or so that Americans have started learning what these things are.

Mr. PASHAYAN. My question is, Does it merely cut these things off at the surface or does it go underneath and cut the roots?

Mr. BRETNALL. No; it cuts them off at the surface.

Mr. PASHAYAN. So it does not kill them, it just maims them.

Mr. BRETNALL. Well, there are—the Swedes do have a tiller attachment that you can put on some models that will do that.

Mr. PASHAYAN. That will kill?

Mr. BRETNALL. That will kill.

Mr. PASHAYAN. Do you think we should do that here?

Mr. BRETNALL. That depends on the specs that you're looking for, for this classification.

Mr. PASHAYAN. Should we kill these plants. Does anybody want to comment on that with this device, as the chairman points out, these helpless plants.

Mr. KIDWELL. I've done manual release myself as I said earlier and in some cases—well, first of all I'm against clearcutting so and in some cases there's a possibility the undergrowth might need killing.

Mr. PASHAYAN. Well, we agree on that, so whether it be done by hand or chemicals is another question.

Mr. WEAVER. The gentleman's time has expired. I want to thank the witness panel for its very valuable testimony. We appreciate your coming and you are dismissed. Thank you so much.

We are going to have to adjourn the subcommittee in order to be able to vote in the House tomorrow. I do have testimony here from Ms. Arlene Hudson, and I thank her for it, and without objection it will be placed in the record at this point. With that the subcommittee stands adjourned.

[EDITOR'S NOTE.—The prepared statement of Arlene Hudson may be found in the appendix. See table of contents for page number.]

[Whereupon, at 11:46 a.m., the hearing was concluded.]

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APPENDIX

MONDAY, JULY 8, 1985

ADDITIONAL MATERIAL SUBMITTED FOR THE HEARING RECORD

OPENING STATEMENT

CONGRESSMAN JIM WEAVER, CHAIRMAN

HOUSE SUBCOMMITTEE ON GENERAL OVERSIGHT,

NORTHWEST POWER AND FOREST MANAGEMENT

The Subcommittee on General Oversight, Northwest Power and Forest Management of the House Committeee on Interior and Insular Affairs will be in session. We meet today in this oversight hearing to examine the Region 5 U.S. Forest Service silvicultural program.

In March of this year, Ms. Cherry DuLaney, a forester employed by the U.S. Forest Service on the Tahoe National Forest, submitted to her employers a report prepared during an agency sponsored management training course. Ms. DuLaney surveyed 98 Forest Service silviculturalists on National Forests in Region 5 to determine what effect, if any, the budgeting and reporting systems have on the quality of on-the-ground site preparation, reforestation by planting, release, and pre-commercial thinning.

She concludes that falsification and misrepresentation occur often enough to cast doubt on the reliability of the present reporting system, and that targets, not on-the-ground needs, are viewed as the driving force in silvicultural work.

If true, Ms. DuLaney's findings raise serious questions about the way our National Forests are being managed. Current harvest levels are based on projections of future growth. Those projections, in turn, are calculated on the basis of reforestation, timber stand improvement and other silvicultural treatments performed today. If those treatments are not in fact being carried out, future growth projections may not be met and we would, in effect, be mining our National Forests.

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The Forest Service subsequently reviewed silvicultural policies and practices on several ranger districts in Region 5 agreeing with many of Ms. DuLaney's findings and recommendations, but challenging other of her methods and conclusions. An action plan to remedy some of the problems identified in the DuLaney report has been developed by the Regional Office and approved by the Chief of the Forest Service. We will hear more about the details of the action plan in a few moments from Regional Forester Zane Smith.

We will hear testimony this morning from Mr. Smith and Ms DuLaney, as well as other interested persons, about the forest management implications of the DuLaney and the Forest Service Review Team reports to determine what, if any, changes are needed in Forest Service silvicultural practices.

The DuLaney Report has generated a great deal of concern within and without the Forest Service. I share many of those concerns, particularly since I do not believe the problems identified by Ms DuLaney are limited to Region 5. We are not here, however, to make any formal conclusions or recommendations with regard to the Forest Service silvicultural program. We will take back to Washington the testimony and evidence received today to evaluate and share with our colleagues. If our review indicates that additional action is warranted, we would make appropriate recommendations at that time.

Finally, I want to caution the witnesses before we begin that we are operating on a very tight time schedule today. We must conclude the hearing by ~~have been~~ 1:45 a.m. Therefore, I will have to ask that after the Forest Service has completed its testimony, witnesses limit their oral presentations to five minutes. Without objection your entire written statement will be made a part of the hearing record. I also welcome written statements from anyone else who would like to share their views with the Subcommittee. The hearing record will be held open for ten working days to receive any such statements.

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STATEMENT OF THE HONORABLE CHARLES PASHAYAN, JR.

HOUSE INTERIOR COMMITTEE

SUBCOMMITTEE ON GENERAL OVERSIGHT, NORTHWEST POWER, AND

FOREST MANAGEMENT

SAN FRANCISCO, CALIFORNIA

JULY 8, 1985

MR. CHAIRMAN, IT IS GOOD TO BE IN SAN FRANCISCO. THIS IS A FINE CITY OF WHICH I AM VERY FOND AND WHICH IS THE SITE OF MY LAW STUDIES AS WELL AS THE RESIDENCE OF MANY FRIENDS. MR. CHAIRMAN, I SUPPOSE IT GOES WITHOUT SAYING THAT IT IS GREAT TO BE IN CALIFORNIA, SOMETHING WITH WHICH I BELIEVE EVEN SOMEONE FROM THE BEAUTIFUL NORTHWEST COULD AGREE.

MR. CHAIRMAN, I COMMEND YOU FOR THIS HEARING BECAUSE THERE ARE A NUMBER OF IMPORTANT ISSUES RAISED BY MS. CHERRY DULANEY'S PAPER AND THE PRESS COVERAGE OF IT. MS. DULANEY'S PAPER APPEARS TO BE AN EARNEST GOOD FAITH ATTEMPT ON HER PART TO FIND NOT ONLY PROBLEMS, BUT ALSO THE SOLUTIONS TO THE PROBLEMS. I BELIEVE HER EFFORTS ARE COMMENDABLE.

WHILE THE DULANEY PAPER CONCERNS ITSELF WITH THE QUALITY OF REFORESTATION, I AM NOT PERSUADED ON THE PAPER ITSELF THAT ONE CAN LEGITIMATELY MAKE THE CASE THAT MEETING GOALS IS EMPHASIZED OVER QUALITY. IN MY VIEW, THE CASE FOR SUCH A PROPOSITION HAS NOT BEEN MADE BY THE QUESTIONNAIRE OR ITS RESULTANT DATA. HOWEVER, ANY SUGGESTION THAT QUALITY IS NOT AS HIGH A PRIORITY AS IT SHOULD OR COULD BE IN SUCH A PROUD GROUP AS THE FOREST SERVICE IS ONE WHICH MUST BE TAKEN SERIOUSLY.

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ON THE HERBICIDE BAN ISSUE, THERE IS NO DOUBT AMONG THE 98 FOREST SERVICE EMPLOYEES WHO DID RESPOND TO MS. DULANEY'S QUESTIONNAIRE THAT THE PRESENT UNAVAILABILITY OF HERBICIDES IN REGION 5 IS A VERY CONSIDERABLE SOURCE OF FRUSTRATION FOR THOSE INVOLVED IN REFORESTATION AND TIMBER STAND IMPROVEMENT (TSI) EFFORTS. THE HERBICIDE BAN RESULTED FROM SEVERAL LAWSUITS BROUGHT IN FEDERAL DISTRICT COURT IN OREGON BY ENVIRONMENTAL GROUPS SUCH AS THE NORTHWEST COALITION FOR ALTERNATIVES TO PESTICIDES AND THE SOUTHERN OREGON CITIZENS AGAINST TOXIC SPRAYS, AMONG OTHERS. ONE OF THESE SEVERAL SUITS RESULTED IN AN INJUNCTION AGAINST THE USE OF HERBICIDES IN OREGON UNTIL SUCH TIME AS THE FOREST SERVICE COMPLETES A WORST CASE ANALYSIS SUPPLEMENT TO ITS ENVIRONMENTAL IMPACT STATEMENT. THIS INJUNCTION WAS VOLUNTARILY APPLIED TO REGION 5 BY THE REGIONAL FORESTER, MR. ZANE SMITH, WHO WE WILL HEAR FROM TODAY. WE LOOK FORWARD TO HEARING THE RESULTS OF THE FOREST SERVICE'S REVIEW TEAM AND ITS PLAN ON THE MATTERS OF CONCERN IN THE DULANEY PAPER.

ONE NOTE OF CAUTION: IN MY VIEW, WE SHOULD NOT PLAN FOR THE CONTINUED ABSENCE OF HERBICIDES UNTIL THE FOREST SERVICE COMPLETES ITS EIS AND FORMALLY DECIDES THE HERBICIDE ISSUE, I HOPE EARLY IN CALENDAR 1986. TO DO OTHERWISE WOULD SIMPLY BE PREMATURE.

I AM PLEASED THAT THE TIMBER INDUSTRY WILL BE REPRESENTED BY THE WESTERN TIMBER ASSOCIATION ALONG WITH OTHER INTERESTED PARTIES THIS MORNING. I WELCOME ALL OUR WITNESSES HERE TODAY.

THANK YOU, MR. CHAIRMAN.

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STATEMENT BY

ZANE G. SMITH, JR., REGIONAL FORESTER
PACIFIC SOUTHWEST REGION, FOREST SERVICE,
UNITED STATES DEPARTMENT OF AGRICULTURE

At A Field Hearing Of The
Subcommittee on General Oversight, Northwest Power,
and Forest Management,
Committee on Interior and Insular Affairs,
United States House of Representatives

San Francisco, California

July 8, 1985

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

Thank you for this opportunity to review concerns about the reforestation program on national forests in California prompted by a study done by Cherry DuLaney, a forester on the Tahoe National Forest.

I would like to review the background and implications of that study, the findings and recommendations of the Forest Service Washington Office review team that looked into the matter, and the actions we will take to deal with the issues raised.

THE DULANEY STUDY AND ITS IMPLICATIONS

During the summer of 1984, Ms. DuLaney and 15 other mid-career professionals in the Region attended a 6-week management development study program at Hayward State University. As part of the program, participants wrote papers on topics pertinent to their work in the Forest Service. Ms. DuLaney's study, entitled

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"The Effects of Annual Targets and Budgets on Reforestation and TSI Programs and Project Quality in Region 5", was based on confidential, anonymous responses to a questionnaire sent to 159 silviculturalists and other professionals engaged in our reforestation program.

The study was encouraged by our managers as a way to improve current procedures and elicit any concerns field personnel may have about the reforestation program. The Region's Director of Timber Management issued a memorandum on February 4, 1985 in which he stated: "The information generated by this questionnaire will be very useful to the Region. We encourage the recipients of this questionnaire to complete it fully...."

The study was made public soon after it had been completed. Management had supported the study and intended to deal with the problems it raised. Press coverage accelerated but did not initiate that process.

Our priority objectives in accomplishing reforestation as part of the timber management program are to:

1) insure that the many separate steps and projects involved in reforestation contribute to the ultimate goal of fully stocked, free-growing timber stands to provide a sustained flow of timber,

2) emphasize quality of work as well as quantity, and

3) enable our personnel to maintain high professional standards and a conscientious approach to their work.

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Responses to the questionnaire suggested that these objectives were not being met consistently. They revealed that some field personnel did not understand the budgeting and management processes, including the negotiation process and believe:

--The budget procedures tend to emphasize "acres" of project work rather than the quality of work or the real contribution of projects to the overall program of reforestation.

--Budget estimates developed in advance of budget allocation have in a time of rapid inflation, been less than actual costs.

--The non-availability of herbicides has necessitated alternative treatments which are more costly and less effective.

--Employees must meet targets regardless of their on-the-ground knowledge that projects are unlikely to succeed or contribute to reforestation objectives, and

--Line officers and work supervisors are perceived to discourage attempts to renegotiate reforestation targets field people believe to be unrealistic.

I would like to point out that while Ms. Dulaney's paper focused on some problem areas, it also noted that 98 percent of the respondents believed they have been achieving targets at a medium to high quality level in the last five years.

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At the request of the Regional Forester and the Chief, a program review team from the Washington Office of the Forest Service investigated the findings of Ms. DuLaney's study and recommended ways to respond to the issues and concerns raised. The following issues were addressed by the team:

1) Individual performance evaluations and one's career are too heavily dependent on annual target achievement.

2) Target and budgeting procedures inhibit or intimidate field personnel from doing good quality reforestation.

3) R-5's ban on herbicides in controlling weed and brush competition causes considerable field-level frustration.

4) Some misrepresentation of reforestation target accomplishments may exist.

5) There are disadvantages to the Forest Service "can-do" mindset.

6) As in many organizations, there is a need for improved communications of management direction, rationale for decisions and in providing feedback from the field to management regarding field problems in accomplishing tasks.

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The team found that people are concerned about targets but the majority agreed that targets only had a moderate effect on long-term career development. Over 90 percent agreed with the present performance and career advancement systems.

The team concluded that employee frustration could be relieved if management better communicated its desire and willingness to respond to employee concerns. They recommended that managers at Region, Forest, and District level involve themselves much more actively in addressing field concerns about the effects of meeting or adjusting targets on evaluations and careers.

The team found no evidence of fraudulent or improper reporting of accomplishments on the forests they visited. Because professional opinion about quality and need for work may differ, some allowance must be made for individual interpretation. They attributed admissions of falsification in the questionnaires partly to differences in perception and evaluation of projects and to frustration with the perceived management concern with targets more than with quality work. However, because the possibility of falsification is a serious issue, the team recommended that the Region improve methods for verifying reported work and that each field unit inventory its reforestation accomplishments to determine whether misrepresentation occurred.

The team found that the existing process for renegotiation of targets was a source of frustration for field personnel. Although procedures are in place for this purpose, people doing project work may not know or understand the process and believed that forest and regional managers discouraged and were unsympathetic to such requests. The team recommended that management clearly communicate its intention and willingness to address any problems field personnel have regarding budgets and targets.

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In 1984, the Ninth Circuit Court of Appeals affirmed a District Court injunction against the use of herbicides. The basis for the injunction was a determination by the Courts that because of the scientific uncertainty over the health effects of certain herbicides, a "worst case analysis" must be included in an Environmental Impact Statement covering the use of herbicides. The team noted that the suspension of use of heribicides in Region 5 "greatly" increased the risk of not achieving the satisfactory regeneration of the area cutover within 5 years of harvest, as required by the National Forest Management Act of 1976. This also contributed to the sense of frustration felt by field personnel. Site preparation and brush control by manual methods does not necessarily insure seedling survival, and new planatation failures increased. Targets, the funding for which was based on the assumption that herbicides would be available, could not be met when more expensive site preparation and brush control techniques were employed. In a few instances, planned work that had a high risk of failure was done to meet assigned targets.

Inability to use the more economical tool of herbicides for accomplishing site preparation and brush control forced personnel to use methods that substantially increased unit costs. This ran against the current emphasis on reduced budgets and lower unit costs. The team recommended that reforestation project costs be adjusted to reflect the higher unit costs and risks of failure due to the unavailability of herbicides.

ACTION PLAN

In reponse to these findings and recommendations we have prepared an action plan to address the problems identified. Following are some of the things we plan to do:

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1) To allay employee concerns about the effect of targets on evaluation and careers, the Regional Forester and all work supervisors will conduct meetings to explain how targets and budgets are formulated and renegotiated. More frequent internal communication and interchange through review and assistance trips between the Regional Office, Forests, and Ranger Districts will be carried out to insure that field concerns about targets and budget are addressed.

2) To restore confidence that quality is essential we will revise the Region's budget procedures to focus both on both quality and quantity. Unit costs will be determined realistically and will reflect the effect of currently suspended herbicide use. We will also accomodate needed treatments that are not part of annual targets. Targets will be clarified so they focus on the desired end-result and accomplishments will be tied to site specific locations. We intend to make clear that quality, high professional standards, and the ultimate objective of fully stocked stands free to grow are the most important elements of the reforestation program.

3) To deal with the effect of suspension of herbicide use, we will evaluate our ability to meet timber sale targets including the appropriateness of unit costs, and any necessary adjustments will be negotiated.

4) To verify that the quantity and quality of work was done as reported, we will establish a special sampling method. Each forest will validate its reforestation accomplishments using a team approach. The team may include a technically competent outside representative.

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Employees will be encouraged to report any falsification they believe to have occurred through existing reporting systems.

CONCLUSION

In conclusion, I would like to quote from the Washington Office review team report a paragraph that well describes the overall implications of DuLaney's paper:

"In reading the concern and frustration expressed by many respondents to the DuLaney questionnaire, it is apparent that these are not replies from a group of laid-back, casually involved, uncommitted employees, with little concern about adequately reforesting their national forests. Quite thecontrary. Those responding to the DuLaney survey would not have expressed such frustration with budgeting systems or herbicide restrictions if they were not highly committed to establishing healthy stands of trees after forest fires or timber harvest."

DuLaney's study would also not have received Regional Office sponsorship or have been published without a desire to be introspective, self-critical, and improve agency performance."

Finally, I want to emphasize that Cherry Dulaney's paper noted that nearly all of the respondents indicated they had been achieving targets in the last 5 years.

This concludes my formal testimony. I would be glad to answer the Subcommittee's questions.

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STATEMENT OF
CHERRY J. DuLANEY, FORESTER, TAHOE NATIONAL FOREST
PACIFIC SOUTHWEST REGION, FOREST SERVICE,
UNITED STATES DEPARTMENT OF AGRICULTURE

At A Field Hearing Of The
Subcommittee on General Oversight, Northwest Power and
Forest Management,
Committee on Interior and Insular Affairs,
United States House of Representatives

July 8, 1985

San Francisco, California

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

My name is Cherry DuLaney. I work as a forester on the Tahoe National Forest of the Pacific Southwest Region of the U.S. Forest Service. I began working for the Forest Service as a volunteer on the Eldorado National Forest in 1974. I worked an additional three seasons on the same Forest in fire, recreation and timber. In 1978 I was recruited by the Forest Service and hired as a cooperative education student, working with time interspersed for my educational commitments. I began permanent employment as an Assistant District Silviculturist on the Ochoco National Forest in Oregon after graduating from Humboldt State University in 1980. I resigned for personal hardship reasons in 1981 and moved to California seeking reinstatement nearer my family. I was reinstated in 1982 on the Tahoe National Forest as an Assistant District Silviculturist.

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In August 1984 I was selected along with 15 others from among 50 candidates nominated throughout the Region to attend an intensive, six-week leadership development program at Hayward State University. The program was called Learning Today to Lead Tomorrow, or (LT)2 for short. One of the thrusts of the program was to examine the way the Forest Service as an organization does business and to seek ways to improve the quality of work and life in the agency. Our logo became "No Business As Usual." Following the lead of Max Peterson, Chief of the Forest Service, in examining our traditional methods, all aspects of Forest Service business were open for review and recommended improvements.

My study, "The Effects of Annual Targets and Budgets on Reforestation and TSI Programs and Project Quality in Region 5," was written to meet requirements for the (LT)2 program. One thesis criterion for all studies was to be practical in focus, with some clear benefit to the organization. After considering several possible topics, I decided to address reforestation and timber stand improvement (TSI) quality. The purpose of my study was to assess what effects, if any, the current budgeting and reporting systems have on the quality of site preparation, planting, release and precommercial thinning work programs in the Region.

I developed a questionnaire to identify any problems that may exist at the District level, the extent to which they may occur, and to elicit suggestions to improve the quality of reforestation and TSI projects in Region 5. Issues in the questionnaire were identified using open-ended questions during discussions with seven Forest Service employees before the questionnaire was

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developed. The rough draft questionnaire was reviewed by Dr. Francis Cooper of Hayward State University to eliminate question bias.

Using a Regionwide timber and silviculture personnel list maintained by the Regional Office, prequestionnaire letters and a 32-page questionnaire were sent to 159 persons involved in District silviculture in California on Forests with annual sell targets greater than 15 million board feet. The attempt, using the Regional Office personnel list, was to survey 100 percent of the District people involved in applied silviculture on the timbered Forests in California.

The prequestionnaire letters and the questionnaires were sent to the selected employees in Forest Service Confidential Envelopes. I requested responses to be returned anonymously and pledged confidentiality to the respondents.

Sixty-two percent of the questionnaires were returned before the deadline, a very high return rate in any case, but especially high considering the questionnaire's length and the short three-week turnaround time.

I then tabulated the responses of the returned questionnaires and wrote the report. I presented my findings before a management panel at the Regional Office February 28, 1985. The report was designed for in-house use. It was written both as a feedback mechanism for management and to improve the quality of reforestation and TSI in the Region. The study focuses attention on areas of field concern. The study is a relative indicator of the perceived problem areas and provides a general idea of their magnitude. I recognized the mathmatical limitations of my expanded data and stated up-front that I viewed them only as "reasonable approximations." Again, the expanded acre and dollar figures were useful for in-house examination and indicates the relative magnitude of problem areas where improvement is needed.

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It was extremely clear in reviewing the returned questionnaires that the respondents are dedicated to their profession and have great pride in their work. They are committed to pursuing excellence in accomplishing the tasks given to them. They both WANT to do a quality job and KNOW HOW to do it. Many of the respondents are frustrated, yes, but the frustration appears to me to be a symptom, a result of often having to work within a system that appears not to be adequately flexible to meet changing on-the-ground needs. Based on the tone and general attitudes expressed by the respondents in their questionnaires, I believe the herbicide suspension is indeed an additional cause of frustration, but not the only frustration expressed by the respondents.

I hope the discussion today helps to clarify the issues and difficulties faced by Forest Service employees in carrying out Congressional direction and mandates.

This concludes my statement. I would be happy to answer your questions.

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Statement to General Oversight, Northwest Power and
Forest Management Subcommittee of House Interior
and Insular Affairs Committee, San Francisco, CA
July 8, 1985

I am William N. Dennison, Executive Vice President, Western Timber Association, whose members are dependent upon Federal timber for their resources. I am a licensed California Forester and have completed the 6 week silvicultural certification course that is provided for Forest Service silviculturists. Western Timber Association members process approximately 85% of all Forest Service timber sold in Region 5 and many communities are dependent upon those lumber companies for their existence. Thus, we are interested in activities that may impact the timber supply.

Mr. Chairman, you were quoted by United Press (6/19/85) as saying that the Cherry DuLaney report, The Effects of Annual Targets and Budgets on TSI Programs and Project Quality In Region 5, "...raises serious questions about the way our national forests are being managed." Further, you noted that: "If those treatments are not in fact being carried out, future growth projections will not be met and we will, in effect be mining national forests." We also are concerned about the allegations and want to see any misconceptions and problems remedied quickly with as little difficulty as possible. We are particularly concerned that this issue not unnecessarily effect the timber sale program. Thus, we have spent considerable time in reviewing the questionaire upon which the DuLaney Paper was based, have talked to members of the team who reviewed the R-5 Reforestation Program as a result of that paper and have analyzed both Ms. DuLaney's paper and the 1985 Silvicultural Activity Review paper dated May 24. Based upon study of those procedures, the following points are reasonable for the subcommittee's consideration:

1. The Regional Forester is to be commended for the quick response to concerns expressed in the DuLaney paper. DuLaney's report was published in March. A team was assembled and traveled to three forests between April 22-May 1, a report written to the Regional Forester on May 24 and his reply requested by June 13. Already an action plan has been completed. All of this was accomplished at considerable inconvenience to individuals and other important programs.

2. We also commend the Regional Forester for developing a "can do" attitude that has been so heavily criticized in the DuLaney report.

3. Although we believe that the Regional Forester was correct in reviewing the questions raised by the DuLaney report, we also believe that the problem is overstated.

4. We are surprised that there has been any misconception by field personnel that the Forest Supervisors and Regional Forester demand quantity over quality. A more complete review of the facts and improvement in communications should allay those fears.

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5. Growing trees can be a very complex ordeal. Under some conditions, we obtain good regeneration. Sometimes after planting seedlings natural seeding provides more trees than we need or even want. In other situations, due to gophers, deer browsing, poor seedling stock, encroachment of brush, drought or other weather variables, our regeneration results are inadequate and some areas must be replanted. Those facts are just the nature of growing crops of any type.

6. If there is frustration with the current reforestation budgeting or target system, that gives no basis for falsification of records, particularly for the reason stated by one respondent: "My (rating) or my grade each year reflects on how I meet my targets...This could mean money in my pocket, meaning grade increases." If we have people with that attitude, and I believe they are very few, it is uncertain that their problems can be met by changes in the Forest Service procedures.

7. We suggest that the Forest Service has gone out of it's way to be particularly sensitive to protecting the respondents to the questionaire. That is admirable and possibly as it should be, but this is done at the expense of being able to pursue specific answers from a relatively few people to ascertain the reasons for and validity of their responses. Not even newspapers will print letters to the editor without signatures.

8. It is inconceivable that claims could be made for acres planted that in fact were not planted. Those who understand the system recognize that most of the seedlings are purchased from nurseries and planted by contractors. The process is checked by a contracting officer. The whole process involves far too many people to carry out a wide spread conspiracy that is being insinuated by some people, including the news media.

   Since doubt has been raised on the validity of records, it is reasonable that some of the field work be checked in more detail to assure everyone that there is not a misuse of funds.

9. We disagree that field personnel should become "frustrated" because of the attempts to reduce reforestation costs as noted in the report. We do understand personnel frustration over the temporary loss of herbicides to deter brush competition at minimal costs. Reforestation costs must be minimized if our national forests are to provide wood products and other resources for the nation at reasonable rates. This means that every silvicultural prescription must provide on-the-ground flexibility and some risk. Costs will be prohibitive if every plan is based on risk-free implementation.

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Additionally, reforestation costs are funded to a large extent by work accomplished or funds deposited by purchasers of federal timber. A close review of the questionaire will show that the Congressional budget frustrates the personnel and prohibits important projects. It is our understanding that the money has been collected to complete reforestation projects, but is sitting unused because of the lack of Congressional authorization.

10. The questionaire developed by DuLaney, although well-intended, is poorly designed. More important, the extrapolation of data from the ninety-eight respondents is statistically questionable. Ms. DuLaney stated them as only "...reasonable approximations...". That is even uncertain without further questioning of respondents and nonrespondents.

Additionally, Ms. DuLaney's paper is oriented toward the negative aspects of the system, rather than the positive. It could have stated, that in general, Forest Service personnel is doing a commendable job, but that some problems do exist. Instead, examples were cited thus: "Many expressed concern that quality often suffers simply to meet a target, or that highly questionable projects are done just to meet targets." She then cited an example of one respondent who claims to have reported scalping and planting 200 acres of non-commercial rangeland on a 60' x 60' spacing just to be able to claim the 200 acres of credit. That was not done by a professional and is not the ordinary manner in which the Forest Service operates.

In contrast, another employee noted: "...targets motivate me to accomplish things; they make me hustle and I use them in my personal life." Proper questioning could have obtained positive as well as negative answers.

Question 10 of the questionaire could and should have been highlighted in the report. In response to; "What is the average quality achieved in your most recent site prep project?", eighty-four percent indicated the quality has been medium to high quality. That's not bad for silvicultural or Congressional records.

The report by Forest Service Statistician Liz Maxwell to Pacific Northwest Forest and Rangeland Deputy Station Director Ben Spada does a good job of denoting problems in the manner in which the DuLaney paper was developed and reported. In part Ms. Maxwell states: "Possible incorrect or incomplete assessment of the results may call for reconsideration of the conclusions." This is particularly important regarding the assumed number of acres that may be

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involved based on the statements of relatively few individuals who apparently feel frustrated by targets, budgets and loss of herbicides to maximize positive forest regeneration results. We wish to have Ms. Maxwell's letter added to the record.

Even the Forest Service team review states concern that DuLaney uses the extrapolated data as facts, "...with little regard for how 'reasonable' they were 'approximated'." Unfortunately, the team report shrugs that point off as: "But that is history." It is history that is being reviewed by this committee. We ask that you be assured which part of all data reviewed is historical fact or fiction. The allegations are strong, but their basis questionable.

11. The temporary impact from the loss of herbicide spraying as a silvicultural tool is significant. The impact can be remedied if Forest Service will complete the important Vegetative Management Environmental Impact Statement that is long over-due. This will lower the frustration level of both the Forest Service and timber industry representatives.

12. Knowledgeable silviculturists know that there are optimal and acceptable cost levels for site preparation, planting, and intermediate stand treatments that must be realistically evaluated. Even if the optimum standards are not implemented due to realistic constraints, it does not always mean the project is a failure, nor that a reasonable economic return from the final harvest will not be realized.

    Silvicultural decisions can always be questioned. The answers often are not evident for many years, but we continue to learn from our successes and mistakes. Farmers will tell you that there is risk in growing all agricultural products. Take away the use of their herbicides and watch our nation's farm production decrease.

13. Forest Service has developed an action plan to rectify any real problems that have been raised by the DuLaney report. The subcommittee should let that process be implemented without intervention.

In summary, we believe that the DuLaney report is based on questionable data for the reasons stated in our presentation. Thus, the questionaire should be validated by a reputable, third-party statistician.

Since the team review did not include monitoring of District records and field work, there should be some spot-checks to ascertain whether falsification has occurred. If any is detected, procedural loop-holes should be closed.

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Completion of the Vegetative Management Environmental Impact Statement should be accelerated and a final decision announced on the use of herbicides. It is important not only for silviculturists, but also for those dependent upon Forest Service timber: the industry, communities, counties, the State and our nation.

Mr. Chairman, we recognize that your committee has a legitimate over-site function and responsibility, but in this case we believe that the Forest Service action plan will suffice to remedy any real problems which may exist. We request that there be no consideration of reducing the Region 5 timber sale program based merely on the DuLaney report. Already the House Appropriations Committee has reduced the Forest Service R-5 budget to provide only a miserly 1.45 billion board feet of timber for Fiscal Year 1986. Further reductions will add to the false scarcity and result in high stumpage prices, increase wood product prices to the consumer, and reduce mill capacity below that needed for the necessary timber harvest that will provide a maximum sustained yield and assure that healthy regulated forests are achieved.

I thank you for this opportunity to present our views and will welcome any questions that you may wish to ask.

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Statement to General Oversight Northwest Power and Forest Management Subcommittee of House Interior and Insular Affairs Committee, San Francisco, CA
July 8, 1985

I am George A. Craig, a registered professional forester, a member of the Association of Consulting Foresters, and a Fellow in the Society of American Foresters. I taught forest management at the University of California, Berkeley in 1981 and 1982.

Western Timber Association has asked me to testify regarding the significance for forest planning of possible improper reporting of reforestation accomplishments on the national forests of California. We have been told that this is a concern of the Subcommittee.

Subcommittee Chairman Weaver has been quoted in the press as saying: "If those treatments are not in fact being carried out, future growth projections will not be met and we will, in effect, be mining our national forests."

The analogy is a poor one, because there is no question about the renewability of the forest. Forests are not only renewable, they differ further from minerals in that they deteriorate when stored beyond a relatively short optimum age and can be expected to be lost to natural causes, as can all living things. As described below, however, some lasting reduction in timber inventory on the national forests is not necessarily to be deplored.

The student, whose paper stimulated this hearing, said: "Most work is done to satisfactory standards." Others note she used some questionable assumptions to extrapolate to a guestimate of the possible total impact of the improper practices. I believe the Forest Service has responded in a responsible manner, and I am sure any necessary corrective measures will be taken.

Harvest Levels Should Not Be Less

The principal point I wish to make is that the Subcommittee's concerns do not justify any further reduction in the timber harvest levels on the national forests of California. Such a conclusion is based on the following facts:

(1) To the limited extent such problems may exist, they can be remedied by administrative action and the reforesting of unstocked areas. We can expect the Forest Service eventually to meet the procedural requirements necessary to make needed herbicides available to forest managers.

(2) The nation needs the wood products the national forests can provide under the mandated constraints of multiple use and sustained yield.

(3) There have already been major reductions in the availability of national forest commercial timber that is important to the economy of Northern California. However, there is much excess growing stock on the national forests. Removal of the excess growing stock is necessary to achieve a managed

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forest and to use efficiently the growth potential of such areas.

(4) Monitoring, prescribed by law and regulation, and periodic inventories will disclose any significant problems with reforestation. Planned harvest levels may be changed if such action is indicated.

(5) Most of the funding for reforestation comes "off the top" of timber sale receipts and does not depend on Congressional appropriations. Charges for timber can and are increased above appraised rates as necessary to assure adequate funding for reforesting sale areas.

Wood Products Needed

The national forests have more than half of the nation's softwood sawtimber on commercal forest land, but they provide only about one fourth of the nation's harvest. The 1975 RPA Program called for 13.5 to 14.6 billion board feet to be offered in 1980. Only 11.4 billion were offered and 11.3 billion feet were sold including 9.3 billion of sawtimber. (The difference was other convertible products, mostly pulpwood and fuelwood.)

Forest Service sales in FY 1963 through FY 1968 averaged 11.7 billion feet, including 10.6 billion feet of sawtimber. At little more than one percent of inventory, such an output was far below optimum. For the two fiscal years 1983-84, average sales were 10,957 million, including less than 8.3 billion feet of sawtimber.

In California, the Forest Service sold an average of 2,116 million feet in FY 1963 through FY 1968, compared to 1,921 million in FY 1980 and an average of 1,661 million in FY 1983-84. The latter included only 1.5 billion feet of softwood sawtimber.

During the mid 1960s, when the Forest Service was annually selling 27 percent more sawtimber than the average for the past two years, housing starts averaged 1,462,000 (for 1963-68). This was 16 percent less than the 1983-84 average of 1,732,000 starts. The Administration expects housing starts to average 1.9 million annually in 1986-90.

The Chief of the Forest Service said last year: "we are projecting that over the next several decades, timber demands will rise faster than supplies, if we continue our present level of management."

He said softwood demands are expected to increase by about 40 percent between 1980 and 2030. Lumber demand is projected to reach about 52 billion board feet in 1990 and increase gradually to about 57 billion board feet by 2030, compared to the record consumption of 48.7 billion board feet in 1978.

Plywood consumption is projected to increase to 24.1 billion square feet in 1990 and 28.1 billion square feet in 2030, compared to the record of 22.9 billion square feet in 1978. Pulpwood consumption is expected to almost double from 85 million cords in 1980 to 160 million in 2030.

Any further reduction in harvests from the national forests in California will contribute to the anticipated shortage of wood products and decrease the availability of affordable homes. It would further reduce the economic base for much of Northern California.

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Surplus Timber

The reduced output of timber has not resulted from limited inventories but from increased constraints, such as the designation of more timberland as Wilderness. Now, 20 percent of the California national forests are so classified. Another 45 percent of the forests has been eliminated as unsuitable for timber production, mostly for economic reasons.

The Forest Service expects further reductions as new forest plans are completed this year. Thus, there may be less than one third of the national forest area in California available for timber production. That area will be providing other multiple uses under coordinated management.

The area, however, supports about 138 billion board feet in trees scheduled for harvest. Approximately 30 billion board feet of that total is surplus --growing stock in excess of the inventory necessary when that portion of the national forests is fully regulated.

A regulated forest has a balanced distribution of age classes in stands so that a high level output of timber can be provided regularly in a manner that uses the timber-growth potential of the forest efficiently.

Well over half (about 3.5 million acres) of the available commercial timber area has stands of trees averaging 21 inches or more in diameter. Such stands exceed 120 years in age and are far older than the optimum age to be achieved in the regulated forest. In other words, such stands are past the age for efficient use of the growth potential of the site.

Because the timber sale program has been related to the volume that can be grown when the forest is regulated, there has been no attempt to put the excess inventory to use and accelerate the conversion to a regulated forest. The planning horizon is 160 years, but it is anticipated that some of the forests will not be regulated even in that long period. A major part of the problem is the inability under present policy to reduce the excess inventory and thereby obtain optimum growth. A decadent stand is even less productive than an unstocked area, because it is losing wood annually.

Ironically, part of the shift toward the desired inventory is being achieved through the death of overmature unharvested trees. Hundreds of millions of board feet are lost annually through mortality and decay. Some of the dead trees are salvaged.

However, total harvests, including dead timber, have been well below the long-term sustained yield level, after allowances for Wilderness withdrawals. The total potential yield is now nearly 2.2 billion feet. Even without lands considered "marginal" because of economics or special site protection needs, the potential is considered to be 1.79 billion feet annually.

In the past 20 years, the average harvest has been 1.78 billion board feet annually. In the first half of that period, the average harvest was just over 2 billion feet and in the most recent ten years has averaged less than 1.57 billion board feet.

Thus, there is a large volume of timber in inventory that will more than offset future shortages that could result from any temporary failure to achieve full stocking.

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Monitoring and Evaluation

Under present law [16 U.S.C. 1603-04] and related regulations there are adequate safeguards to prevent serious problems from developing from faulty performance in reforestation. More than 10 successive new integrated land-and-resource-management plans will be developed for each forest within present planning horizons. At least every 15 years a determination will be made [under 36 CFR 219.12(b)] as to whether or not there is reasonable assurance lands considered for timber production can be adequately restocked as provided in 36 CFR 219.13(h)(3). The latter requires restocking within five years after harvest.

Further, performance will be monitored within each plan period. Under 36 CFR 219.5(k) and 219.11(i) each plan will specify when reforestation practices will be evaluated to determine how well objectives have been met. The plan will specify the time at which evaluation reports will be prepared.

Evaluation reports will contain at least a quantitative estimate of performance comparing outputs and services and their costs with those projected by the plan and documentation of evaluated measured effects. Based on the evaluation reports, changes will be made in management direction or the plan will be revised or amended as necessary to meet goals and objectives.

Every national forest in California is to have such a plan in effect within less than a year. The Subcommittee should be assured a system will be in place shortly to identify and meet any real problems with reforestation on the national forests of California.

Funding For Sale Area Reforestation

There should be little concern about the availability of reforestation funds for newly harvested areas. The principal source of such funds is timber purchasers. The funds will be available as long as the Forest Service is permitted to meet its obligation under the Multiple-Use Sustained-Yield Act to sell national forest timber at a high level in perpetuity [16 U.S.C.531].

Under the Knutson-Vandenberg Act [16 U.S.C. 576b] and related regulations [36 CFR 223.4(b)] the Forest Service requires timber purchasers to deposit funds adequate to assure reforestation of timber sale areas. Such requirements may include lands within the sale area boundary that were unstocked before the current sale. Sale areas commonly include much more land than that in the scattered cutting units. While there can be constraints on the use of K-V funds through a general limitation on Forest Service expenditures, a knowledgeable Forest Service official has said that this is not a major factor. It should not be, considering the source of the funds and their purpose.

During periods of depressed lumber markets, the Forest Service's appraised value of the timber for an operator of average efficiency may not be sufficient to provide a minimum cash payment to the Treasury and pay for the cost of reforestation. At such times, the advertised rates are increased to assure the collection of the K-V reforestation fund. Thus, in order to get essential timber, purchasers may be required to subsidize this step in the development of managed forests to meet the future needs of the nation.

Such transformation comes, essentially, without cost to the government. It is the conversion of wealth in standing trees that has been providing no

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return (besides less than optimal timber growth) to income and an investment in a developed healthy growing forest to yield multiple-use values. Holding costs for unharvested overmature timber in commercial stands include foregone income, lost timber growth and lower net multiple-use value.

Large sums are provided by this procedure. While national forest timber harvest in California in FY 1984 was well below 1.7 billion board feet, the collections from timber purchasers for reforestation and other sale area betterment totaled $35.6 million, an average of $21.48 per thousand board feet. There was $18 million obligated, leaving an unobligated balance of $62 million from uncompleted contracts. Some of this will supplement other resource enhancement, such as wildlife habitat, and do timber stand improvement work.

Among other accomplishments, K-V funds resulted in the planting of 14,843 acres in FY 1984. Another 8,148 acres were planted using appropriated funds. Nearly 13.6 million trees were planted on the California 23,000 acres. At the end of FY 1984, there were 89,632 acres of national forests here in need of planting. Much of this was caused by fires, insects, disease and storms.

Timber purchasers are also required under a 1916 law [16 U.S.C. 490] to make deposits for "brush disposal." In California, the average deposit has been more than $15 per thousand board feet in recent years. Such "BD" funds pay for the treatment of logging residues, including the preparation of planting sites.

In FY 1984, there were 17,900 acres of planting site preparation done with K-V funds and 2,100 acres done with BD funds for a total of 20,000 acres. An additional 10,600 acres were treated using other funds.

The Human Environment

Under the National Environmental Policy Act, the Forest Service must "use all practicable means and measures ... in a manner calculated to foster and promote the general welfare, to create and maintain conditions under which man and nature can exist in productive harmony, and fulfill the social, economic, and other requirements of present and future generations of Americans." [42 U.S.C. 4331]

Obviously, national forest timber can and should give much to the enhancement of the human environment and the general welfare through its contributions to affordable housing and other wood products, employment, government income at all levels, and the economy in general. Such benefits can be increased.

The Congress has already provided a systematic approach to decision making relative to the national forest resources. It is the Forest and Rangeland Renewable Resources Planning Act as amended. [16 U.S.C 1600-1614] Detailed plans for integrated-resource management are about to be adopted for each national forest after a long, expensive, interdisciplinary procedure involving public participation.

As noted above, the procedure includes many safeguards that will prevent significant loss from the abuses alleged in connection with this hearing. There is excess timber on the national forests. Through other laws the agency will have any needed funding for reforestation made necessary by timber harvests. The system should be permitted to work without further Congressional action.

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BOARD OF SUPERVISORS

P.O. BOX 207, QUINCY, CA. 95971 (916) 283-1060 or (916) 283-0380

July 8, 1985

I am Bill Coates, Chairman of the Board of Supervisors for Plumas County. I am also Vice Chairman of the Forestry Subcommittee for the National Association of Counties, and today I represent twenty of California's more rural counties. These counties (and the towns and the people in them) contain most of California's timber industry, the second largest state producer of timber in the U.S.A.

The history of the relationship between local government and the United States Forest Service could be described as adversarial part of the time. Despite our many areas of disagreement with the U.S.F.S., we must take exception to many of the conclusions being arrived at by the news media and some politicians. Living in the same communities with many of the field personnel surveyed by the DeLaney report, we find them very professional and dedicated. If there are a few who have strayed away from their professional standards, then we believe that the procedures already initiated by the U.S.F.S. will lead to their dismissal. We, in local government in the rural areas, are not interested in participating in a political lynching party which subjects many good professional people (and basically good procedures) to disfavor due to the errors of a few. This is particularly true when we are being asked to rely on a statistically questionable report prepared by a student. We believe that further testing by qualified research people will reveal sound reforestation practices being frustrated by the current moratorium on the use of safe herbicides. We invite this committee to initiate this testing process before it gets too exercised by one student's survey.

Local government in the rural areas is very concerned and aggravated by printed statements in the media that somehow annual harvesting might be cut back due to the questioned DeLaney report. Such action would be irresponsible and would be resisted fiercely by our congressional representatives.

Why are we concerned? The rural areas in the west have never recovered from the recession of 1981-82. Unemployment continues to run over twenty percent, mills remain closed indefinitely, and communities stare at empty store fronts. As our community vitality

LEONARD ROSS, PAYOLA
JOHN L. SCHRAMEL, EMERVILLE
ALBERT OLMEN, CHESTER
JAMES R. GOSSETT, QUINCY
BILL COATES, QUINCY

LA GRAND, CLERK

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continues to slip, our ability to support recreational visitors from the urban areas with roads, law enforcement, search and rescue, medical services, and commodities like groceries and gas, declines. Ironically, Congress continues to allow further withdrawals from multiple use for wilderness, wild river corridors, parks, scenic corridors and the newest fad--chunks of land for spotted owls. Each time this happends the rural areas lose more jobs, and the less regulated Canadian timber industry advances further into the U.S. markets. Congress continues to act as if it has unlimited amounts of land to give away to the preservationists, and the general public loses more and more of the public multiple use land.

Rather than overreact to a study which calls for the abandonment of targets, we believe that this committee should do two things. First, let's make sure that future U.S.F.S. planning recognizes the need for the continued existence of small towns in the mountains, to service the recreational needs of urban and suburban areas, to harvest the timber, and to fight fires and manage the resources responsibly. Periodically, you should ask us how we are doing. Secondly, please find out what damage the indecision on herbicide use is doing to forest reforestation. If this is going to continue to drag on, then Congress needs to appropriate some funds to enable us to finance a higher level of manual release.

Thank you for your time.

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Tape 2A

78

CHEC

P.O. Box 3479 Eugene, Oregon 97403
(503) 686-CHEC 8 July 1985

Testimony of Randal O'Toole

before the

**Subcommittee on General Oversight,
Northwest Power, and Forest Management
House Committee on Interior and Insular Affairs**

My name is Randal O'Toole, and as a forest economist for CHEC I have prepared detailed reviews of over 25 national forest plans, as well as the draft 1985 RPA Program, on behalf of such clients as the Colorado Department of Natural Resources and the Natural Resources Defense Council. Plans I have reviewed range from Alaska to Alabama, from California to Georgia.

Through these reviews, and as publisher of **Forest Planning** magazine, I have aimed to give members of the public the tools they need to influence national forest management and planning. Our motto is, "Public forestry is too important to be left to foresters."

Professional Judgement Is Often Overruled by Bureaucratic Pressures

The DuLaney Report represents some of the best available evidence of the truth of that motto. Consider: The Forest Service insists that in the judgement of its professionals herbicides are needed for sound forest management.

Yet up to 15 percent of the herbicide spraying in Region 5 took place against the professional judgement of district silviculturalists simply in order to meet targets. This represents not just a potential health hazard but a cost of over $1 million.

Clearly, something other than professional judgement is ruling the Forest Service. I would like to suggest that it is desire of a bureaucracy to maintain and increase its budget. Anyone who has worked in a bureaucracy knows that you have to spend your entire budget each year, for if you have a surplus you will not only lose the surplus but have your budget reduced for next year.

This provides a strong motivation for the Forest Service to make targets, not on-the-ground needs, the driving force in project work. Targets are easily budgeted; on-the-ground needs, being unpredictable from year to year, are not. But if a district fails to meet its targets one year, it may lose its budget for the next year even though actual on-the-ground needs for that year may be greater.

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As this reasoning is followed up the chain-of-command, eventually on-the-ground needs have little, if anything, to do with the establishment of targets. And so we get the situation described in the DuLaney Report, where trees are planted which are expected to die and herbicides are sprayed when it is expected to do no good.

I don't want to impugn the integrity of any individual or group of individuals in the Forest Service. Having worked with people in many other agencies, I can safely say that the Forest Service is staffed with some of the most honest and well-intentioned groups of people in government.

I do want to say that honesty, good intentions, and sound professional judgement are not enough. Too often, institutional forces rule which are beyond the control of anyone in the agency. What is needed is the development of new systems and feedback mechanisms to counter those forces.

The Review Team Report Ignores the Real Problem

In this regard, I am very disappointed with the Forest Service Review Team Report on the DuLaney paper. This report is very defensive and misses what to me is the real point of DuLaney's results. It focuses on the alleged falsification of data, but does not even refer to the much larger problem of money wasted on unnecessary activities.

While there may be ethical problems with falsifying reports, I can assure you that falsified herbicide spraying does not affect anyone's health, and falsified precommercial thinning does not cost anyone money. This is clearly not true when money is wasted on spraying herbicides, planting trees, and other unneeded activities simply to meet targets.

Major changes must be made to solve these problems. The forest planning process offers an important opportunity to consider such changes, but the Forest Service has not taken advantage of this opportunity. In fact, in some ways the current planning process is a step backwards from previous planning efforts.

Non-Herbicide Alternatives Are Not Being Considered

For example, in the mid-1970s Region 5 published an environmental impact statement (EIS) for "vegetation management," the forestry euphemism for herbicide spraying. One of the alternatives considered in that EIS was the use of seed tree, shelterwood, and selection cutting. The EIS found that three-quarters of the Region's herbicide spraying could be eliminated if these cutting systems were used in place of clearcutting.

In an example of rather narrow thinking, the alternative was rejected because the remaining one-fourth of the Region would still require herbicide treatments. The obvious solution of using alternative cutting systems where possible and reducing herbicide use by three-fourths was not considered.

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Today, however, Forest Service thinking has narrowed even further. I recently reviewed preliminary documents for the Tahoe Forest Plan, and found that non-herbicide prescriptions and yield tables had been entered, and then deleted, from the FORPLAN computer model. Planners told me they had been ordered by the Region 5 Regional Office not to consider any alternatives which did not require herbicides.

Yet it is easily conceivable that management would be more economically efficient without herbicides. Tahoe planners estimated that herbicides would cost between $200 and $250 an acre, in return for which merchantable stands of timber would be grown 20 years sooner. The loss in economic value of having to wait an extra 20 years for second-growth timber is much less than $200.

My reviews of forest plans have found that the Forest Service is generally not considering the wide range of alternatives needed to best manage the national forests. Besides ignoring alternatives with little or no herbicide requirements, planners are failing to consider uneven-age management alternatives or alternatives which, on many forests, can protect roadless lands without reducing timber harvests.

In each of these cases, I see bureaucratic pressures ruling over professional judgement. Planners are being told not to consider creative solutions to national forest problems which potentially could satisfy a majority of people interested in the forests.

Managers Need Feedback To Properly Implement Forest Plans

Another opportunity which is being ignored by the Forest Service relates to the monitoring programs which are supposed to be incorporated into forest plans. Monitoring offers the professional manager the chance to insure that all forest resources are properly managed and protected. Instead, the monitoring programs written in to forest plans will have little, if any, influence on on-the-ground management.

Once again, this is a step backwards from the 1970s. Timber management plans written during that time usually included a strong system of monitoring and fuedback. If, for example, precommercial thinning was essential to increasing timber harvest levels, then the monitoring program tied the annual sale level to the number of acres precommercially thinned. In this way, bureaucratic pressures to increase timber sales were forced to accommodate precommercial thinning needs.

This form of automatic feedback should be extended in forest planning to every resource on the national forests. Suppose, for example, timber harvesting has detrimental effects on fish, but fish habitat improvement measures are proposed to mitigate these effects. Then the monitoring program would tie the level of timber harvest to funding for fish habitat improvement.

This system of feedback is not without potential abuses, but we can see the effects of the alternative today: Most national forests are offering as much timber as ever before, yet have no funds for soil and water conservation, fish and wildlife habitat improvement, or related activities.

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The forest plans being published today propose grandiose budgets, but say nothing about what will happen if funds are only made available for some resources. The budget will overrule the plans, even though the results will be serious environmental degradation not mentioned in the plans.

Predicted Timber Growth Is Often Inflated

I would like to give one more example of bureaucratic pressures overruling professional judgement. This relates to the Forest Service's RPA Program, which sets timber harvest objectives for forest plans.

Although objectives are set for recreation, wildlife, and other resources, these are "soft" objectives in terms which are difficult to measure or control. For example, no district ranger would ever be considered responsible for producing a given level of recreation visitors, but nearly all rangers are regularly evaluated on their performance in producing timber.

The RPA timber objectives are not completely inflexible, and we have seen national forests and regions negotiate reductions in their objectives. However, feedback from the forest plans to RPA has been nearly nil. When the objectives were set, little was known about the economic efficiency of national forest timber management, and potential timber growth was poorly understood.

My reviews of forest plans have uncovered two major problems with the RPA objectives. First, national forests which lose money on most, if not all, of the timber they sell often propose significant increases in harvest levels to meet the objectives. In this case, the RPA objectives are ruling over the professional judgement of planners who say timber sales should not be increased if they lose money.

Second, predictions of future timber growth are often exaggerated beyond the point of absurdity. Such inflated predictions are often needed to meet the RPA timber objectives. The worst examples of these inflated yield tables are found here in California.

For example, old-growth timber stands in the Klamath, Plumas, and other National Forests are predicted to grow so fast that they will double in volume in as little as 30 or 40 years. Growth in these supposedly "dead, dying, decrepit, and decadent" stands is expected to be far greater in the next ten years than actual Forest Service measurements show growth to have been in the past ten years.

In addition, once the old-growth is harvested, the second-growth stands are predicted to grow, with no management other than reforestation, more timber in 40 to 50 years than the old-growth stands grew in 200 years.

These yield tables were prepared by specialists in the Region 5 office. When I asked who reviewed the yield tables, the specialists told me that they relied on people in the field, because they knew their forests best. When I asked local forest planners who reviewed the yield tables, they told me that the reviews were done by the specialists in the Regional Office.

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It would be a very simple job to apply the yield model to old inventory data and compare the results with more recent inventory data. Yet this has not been done. In sum, no professional judgement has been exercised in developing this absurd yield tables, only the bureaucratic desire to maintain high levels of timber harvest.

Conclusions

A number of important lessons can be learned from all of this. Sound professional judgement is an important part of national forest management, but if unchecked it too often will be overruled by bureaucratic pressures. To prevent this from happening, major improvements are needed in the planning and management of our national forests.

At the very least, the Forest Service should:

- --Consider a wide variety of alternatives in forest planning, including ones which reduce the need for herbicides;
- --Include feedback from monitoring to forest management; and
- --Actively subject its yield tables and other planning assumptions to outside peer review.

In the long run, however, I suspect changes will have to come from outside the Forest Service to insure that its own internal bureaucratic pressures do not subvert its goal of sound forest management.

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TESTIMONY OF MICHAEL JACKSON, BEFORE THE SUBCOMMITTEE ON GENERAL OVERSIGHT, NORTHWEST POWER, AND FOREST MANAGEMENT, COMMITTEE ON INTERIOR AND INSULAR AFFAIRS, JULY 8, 1985

July 8, 1985

Friends of Plumas Wilderness

TARGET FORESTRY ON THE PLUMAS NATIONAL FOREST

Cherry Dulaney's report on the Effects of Annual Targets and Budgets on Reforestation and TSI Programs provides the first real indication that Regional Forester Zane Smith cares about the devastating effects intensive forest management is having on the forests of California. We congratulate him on commissioning the Dulaney Report.

A major source of regeneration problems on the Plumas National Forest originates with the relatively new concept of even-aged management. Forest timber staff personnel are attempting to manage the mixed conifer forests as large (40 acre) blocks of even-aged, single species stands, in spite of the fact that mixed conifer forests naturally grow as complex mixtures of 6 species of trees in uneven-aged stands or very small (½ to 10 acres) even-aged groups.

Administrative timber staff personnel are adamant in wanting to convert most of the forest into intensively managed, even-aged stands, frequently over the objection of silviculturists, wildlife biologists, forest ecologists, local citizens' groups, loggers, and others. This problem is compounded by the fact that the Plumas is harvesting timber at a rate which is not matched by growth and therefore is not sustained yield forestry.

In 1984 Friends of Plumas Wilderness retained consulting forester Randal O'Toole to review the Plumas National Forest draft Forest Plan. He discovered that the Plumas yield tables are inaccurate, resulting in estimated timber inventory volumes significantly greater than actual volumes.

Since current harvest levels are based on these erroneous projections, we expect a significant decline in timber volume will occur in the future on the Plumas.

A third factor affecting the success or failure of regeneration on the Plumas is that most timber harvest plans are prepared with little or no input from the silviculture staff.

The Forest Service has long had a reputation for quality management based on decentralized, forest-based authority. The Dulaney Report finds that two-thirds of forest silviculturalists would like targets, if they must exist, to be tied to quality as well as quantity.

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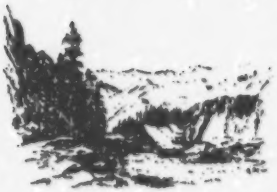

Friends of Plumas Wilderness

Friends of Plumas Wilderness can testify that overall quality is being lowered in an attempt to meet targets. Water quality is deteriorating, erosion is increasing, stands are poorly stocked, and years of young growth are being wasted for no economic or environmental advantage.

The Forest Service personnel at the district level who responded to Ms. Dulaney did so in an honest attempt to notify the Region that forestry is more than simply meeting targets.

We believe it is important for you to have examples of unsound forestry from the Plumas National Forest; we suggest that this subcommittee study the Rocky Point Timber Sale on the Greenville Ranger District and the Empire Sale on theQuincy Ranger District. In these sales, adequately stocked stands of young growth were cut and burned. The relationship between this senseless devastation and the R.P.A. targets is clear to us and will be clear to you.

The Rocky Point Sale is interesting because the logging contractor who was ordered to destroy everything left after removing the merchantable timber, video-taped the destruction. His presentation of this video-tape at a community meeting provided the opportunity for Forest Service personnel to see all facets of our community linked against Forest Service policy.

In the Empire Sale, large clearcut blocks were located on either side of a live stream, with a buffer strip called a Streamside Management Zone left to protect the stream. After the cut blocks were logged, the timber staff set up another sale and logged off all the trees in theStreamside ManagementZone. The result is a very large clearcut block with a stream flowing through the center. The silviculture staff did not approve of this operation.

Also, on the Empire Sale there are clearcut blocks where most of the trees were not yet mature enough to be merchantable. After the logger removed the merchantable timber, the timber staff directed Forest Service personnel to fell, pile, and burn thousands of unmerchantable trees (those less than 11 inches in diameter). This was done in spite of serious objections from the silviculture staff - i.e. destroying an adequately stocked stand and having to start over.

These hearings are only going to be the first uncomfortable moments for Region Five administrators. Forest management that relies on clear-cutting and spraying is not acceptable to a broad cross-section of people in timber communities. The local Forest Service personnel know that, and Region Five should listen to them. They are quality people, and they want to do a quality job.

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TESTIMONY OF LEN BERARDI, FORMER FORESTRY CONTRACTOR, BEFORE THE SUBCOMMITTEE ON GENERAL OVERSIGHT, NORTHWERT POWER, AND FOREST MANAGEMENT, COMMITTEE ON INTERIOR AND INSULAR AFFAIRS, JULY 8, 1985

Thank you for the opportunity and forum to provide testimony on forest practices and reforestation in California. Respecting time constraints, I will be brief and my comments are offered in good faith and as a constructive criticism of what is happening in our national forests.

My qualifications derive from personal knowledge and experience as a contractor on the Tahoe National Forest, as a resident of this Forest for the last ten years, and as a concerned party who has been closely involved with the supervisorial and silvicultural staff of the Tahoe National Forest and Region 5.

The Multiple Use-Sustained Yield Act of June 12, 1960, provides the congressional directives for the management of our national forests. By law the Forest Service must respond to the economic and political aspects of timber production, as well as provide recreational and environmentally sound forests for the use of the people of the United States. Frequently, meeting these necessary mandates becomes a contradictory effort that results in irresponsible forest management.

I believe this is the kind of information that Ms. Delaney has obtained from her survey of various districts. The economic pressure to increase wood production is a constant. The structure of the movement within the Forest Service necessitates meeting targets established on paper and "getting things done" on paper. Promotions derive from 'successful' timber management as quantitatively defined. Good forestry and quality forests are sacrificed for creative paperwork, artificial accomplishments and methodology that has been developed to accomodate the system instead of the goals of multiple-use management. The local

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forester concept is discouraged, almost prohibited, because familiarization means accessibility and accountability -- again, not encouraged by the U.S. Forest Service.

Accompanying my presentation is a series of photographs taken in June 1985 on the Tahoe National Forest, within the North Yuba Ranger District. These photographs document the Tahoe National Forest Proposed Site Preparation and Reforestation Project FY 1978-79, Forest Reestablishment on the Downieville Ranger District [now known as the North Yuba Ranger Station]. This project comprised nineteen (19) units of commercial forest land totalling One Hundred Forty-Nine (149) acres. The prescription involved the removal of competing vegetation followed by re-stocking the following spring (1979) with local coniferous species. All records relating to this project are available at the Tahoe National Forest Headquarters, Nevada City, California.

I have visited all sites listed in this document with silvacultural staff of the Tahoe and successfully bid on the contract for the manual removal of brush in this area in 1979.

As you can see from the photographs, these sites remain in the same condition today as they were in 1978. All plots were designated for site preparation, re-stocking, release and thinning in 1978. Some plots were manually cleared for burning; some were treated with aerially-applied phenoxy herbicides; several were burned in preparation for planting. None of the sites have been planted. In the 6-7 years since the project was begun the brush has returned. All time, effort and money expended have been wasted. The Forest is not regenerating the conifers. The fatal

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cycle continues. Neither the timber production nor the multiple use applications are realized in this instance. The vital questions become obvious: How many times has this scenario been repeated in the Tahoe and other forests? Why? How can this be avoided?

The photographs show fire breaks that have been cut prior to site preparation. Stands of natural growth conifers surround each plot. Some evidence of natural reseeding is apparent but on the whole, the manzanita, white thorn and deerbrush have reclaimed the soil.

Accessability was not the problem as roads can be seen in the photographs. Budget did not interfere with the reforestation. I have estimated that the real dollars spent administering this unsuccessful 149-acre project was approximately $200,000. The loss in timber production and revenue exceeds this figure. Available expertise within the Forest Service did not prevent developing prescriptions and executing this project. This is an example of use and misuse of expertise, forest management tools and budget.

Accountability becomes difficult in this example as most of the responsible personnel have moved out of the Tahoe National Forest. Continuity of treatment and forest practices are extremely difficult as personnel move to other jobs within the Forest Service. The backlog of re-stocking timberlands grows annually.

This is one example of one aspect of reforestation in a major timber producing forest in Region 5. Prevention of this type of mismanagement is the challenge if our national forests are to survive productively into the future.

It may be premature to suggest solutions and approaches to avoiding these kinds of difficulties. Suffice to say that there are numerous concerned commercial and non-commercial forestry interests willing to

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input into the improvement of forest practices in this region and throughout the United States. The complexities of forest economics, population movements and multiple use factors dictate the directions to be addressed.

The establishment of the first forest reserve - the Yellowstone - in 1891 was enacted by Congress to prevent the destruction of our great timberlands by fire and reckless cutting. Now, almost 100 years later, we are evaluating our progress and management of these same lands.

I believe the responsibility at this time is to do all we can to assure the continued integrity of the resources of our national forest lands.

Thank you.

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APPENDIX B

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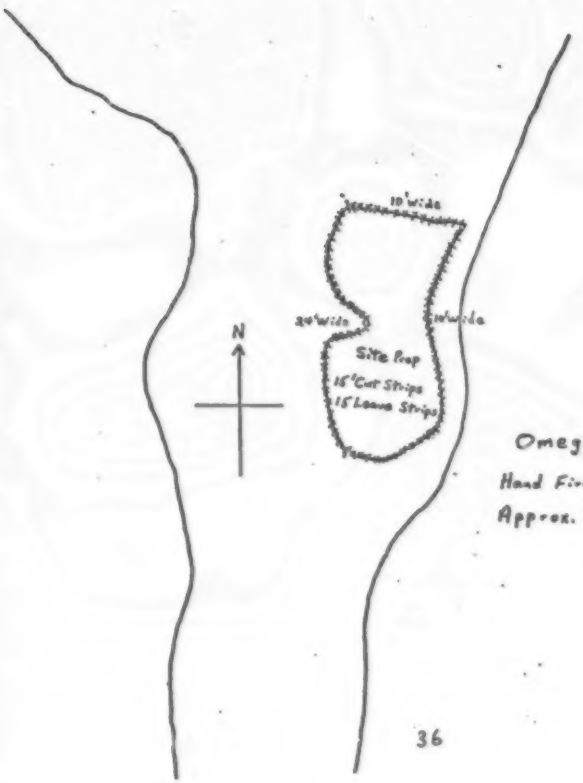

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14 ac.
6 ac.
Miller Ranch
(Site)
T 19 N
25
30
Brush Creek
4800
4578
Omega
Mine
LEGEND
scale: 4"=1 mile
PROJECT AREA
PRIVATE LAND

1950 (2470)

U.S.D.A. - FOREST SERVICE
Environmental Analysis Report
Forest Reestablishment on the Downieville R.D.
Tahoe National Forest
Proposed Site Preparation and Reforestation Project - F.Y. 1978-1979

Prepared by:

s/l David D. Evans — Assistant District Silviculturist
DAVID D. EVANS

s/l Phillip S. Aune — Forest Silviculturist
PHILIP S. AUNE

David F. Thomas — District Silviculturist
DAVID F. THOMAS

Reviewed by:

Fire Management Officer

Manpower Coordinator

Program Accomplishment Forester

Planning Forester

District Engineer

David F. Thomas
Silviculturist

Administrative Officer

Recommended by:

District Ranger — 7-19-78
Date

Approved by:

Forest Supervisor — July 27, 1978
Date

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I. SUMMARY

The environmental effects of a proposed reforestation project covering approximately 149 acres of commercial forest land on the Downieville Ranger District, Tahoe National Forest are analyzed in this report.

The specific location of the proposed project is within the old Mountain House burn and in the Cherokee Creek drainage north and east of Camptonville. Within the Cherokee Creek drainage there are 13 units containing 87 acres. Specific locations are in Sections 21, 27, and 28, T.20N, R.9E, and Section 5, T.19N, R9E, Sierra County, M.D.B.M., California. Within the old Mountain House burn there are 6 units containing 62 acres and are specifically located in Sections 24 and 26, T19N, R.9E, and Section 30, T.19N, R.10E, Sierra County, M.D.B.M., California.

Alternatives considered include: 1) Mechanical site preparation (i.e. tractor or hydro-ax), 2) Handgrubbing, 3) Broadcast burning, 4) Aerial application of herbicides, specifically 2,4 - Dichlorophenoxypropionic acid, butoxyethanol ester and 2,4 - Dichlorophenoxyacetic acid, butoxyethanol ester (2,4-DP and 2-4-D) followed by broadcast burning, and 5) No treatment. All alternatives except no treatment, will be followed by spring planting of conifer species local to the area.

Through the environmental analysis process, the preferred alternative is a combination of handgrubbing and aerial application of herbicides (2,4-DP and 2,4-D), followed by a spring broadcast burn.

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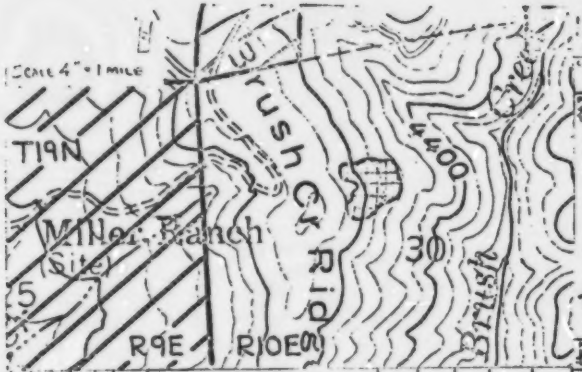


					91
	120-164	MC (11)	Backlog reforestation		

PRESCRIPTION:
Fall - 1978

T_0 - Treat area with aerial application of 2-4,D

T_1 - Improve existing line surrounding units, and treat east bound. Hand grub areas near stream courses - revegetation

T_2 - Plant 2-0 ponderosa and Sugar pine nursery stock (F.Y. 1979)

T_{4-5} - Evaluation: competition and site dominate and need for release treatment

T_{10-12} - Evaluate intertree competition & need for precommercial thin.

PRESCRIPTION BY: D. Ginns — Reviewed D. Thomas — DATE: 3/2/78

TREATMENT LOG:

AGGREGATION DESCRIPTIONS	AG. NO.	STAND	LAYER	% Cover	SPECIES COMPOSITION Symbol	%	Symbol	%	Symbol	%	Basis	B.A./A (ft²)	HT. (ft.)	D.B.H. (in.)	STEMS /ACRE	AGE
EXISTING	1		1	65	CEIN	50	ABGR	30	ERO	20	Cover					
			2													
			3													
			4													
			5													
			6													
PLANNED	1		1	90	PP	70	DOF	30			Open					
			2													
			3													
			4													
			5													
			6													

SITE PREP. CONTRACTOR — DATE

CONTRACT NO. — COR — INSPECTOR

PLANTING CONTRACTOR — DATE

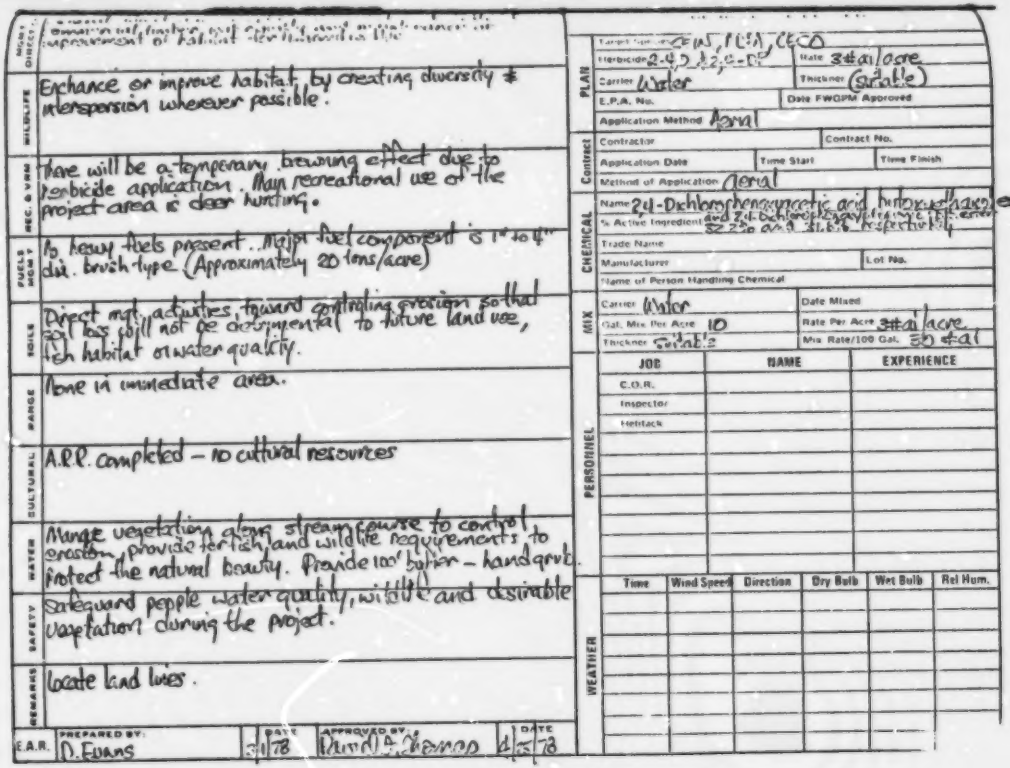
CONTRACT NO. — COR — INSPECTOR

U.S. GPO: 1977-792-043

R5-2400-203 (ISS. 6/77)

98

98



WILDLIFE: Enhance or improve habitat by creating diversity & interspersion wherever possible.

REC. & VIS: There will be a temporary browning effect due to herbicide application. Main recreational use of the project area is deer hunting.

FUELS MGMT: No heavy fuels present. Major fuel component is 1" to 4" dia. brush type (Approximately 20 tons/acre)

SOILS: Direct mgt. activities toward controlling erosion so that soil loss will not be detrimental to future land use, fish habitat or water quality.

RANGE: None in immediate area.

CULTURAL: A.R.P. completed – no cultural resources

WATER: Manage vegetation along streamcourse to control erosion, provide for fish and wildlife requirements to protect the natural beauty. Provide 100' buffer – hand cut.

SAFETY: Safeguard people water quality, wildlife and desirable vegetation during the project.

REMARKS: Locate land lines.

E.A.R. PREPARED BY: D. Evans DATE 4/4/78 APPROVED BY: David A. Thomas DATE 4/5/78

PLAN
Target [illegible] CEW, PIA, CECO
Herbicide 2-4,5-T Rate 3# ai/acre
Carrier Water Thickner (Suitable)
E.P.A. No. Date FWQPM Approved
Application Method Aerial

Contract
Contractor Contract No.
Application Date Time Start Time Finish
Method of Application Aerial

CHEMICAL
Name 2,4-Dichlorophenoxyacetic acid butoxyethanol ester and 2,4,5-Trichlorophenoxypropionic acid butoxyethanol ester
% Active Ingredient 32.2% and 31.8% respectively
Trade Name
Manufacturer Lot No.
Name of Person Handling Chemical

MIX
Carrier Water Date Mixed
Gal. Mix Per Acre 10 Rate Per Acre 3# ai/acre
Thickner Suitable Mix Rate/100 Gal. 30 # ai

PERSONNEL

JOB	NAME	EXPERIENCE
C.O.R.		
Inspector		
Helitack		

WEATHER

Time	Wind Speed	Direction	Dry Bulb	Wet Bulb	Rel Hum.

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U.S. DEPARTMENT OF AGRICULTURE
FOREST SERVICE

CONTRACT NO. 53-9A63-9-01876

PROJECT: Manual Conifer Realese, Site Preparation and Fire Line Construction

LOCATION: Downieville Ranger District

CONTRACTOR: Hoe Brothers Forest Enterprises, Inc.
P. O. Box 26
Goodyears Bar, CA 95944

AWARDING OFFICE: U. S. Forest Service
Tahoe National Forest
Hwy. 49 & Coyote Street
Nevada City, CA 95959

ORIGINAL CONTRACT

(5) 6300-6A6 (10/73)

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SOLICITATION, OFFER AND AWARD

1 CERTIFIED FOR NATIONAL DEFENSE UNDER DMS REG. 1 RATING			4 PAGE 1	OF 75
53-9A63-9-01876	2 SOLICITATION NO. RS-17-79-17 ☒ SEALED BID (IFB) ☐ NEGOTIATED (RFP)	3 DATE ISSUED 6/15/79	5 REQUISITION/PURCHASE REQUEST NO.	

6 ISSUED BY CODE
CONTRACTING OFFICER
TAHOE NATIONAL FOREST
NEVADA CITY, CA 95959

7 ADDRESS OFFER TO (If other than Item 6)
U.S. FOREST SERVICE
Tahoe National Forest
Highway 49 & Coyote Street
Nevada City, CA 95959

SOLICITATION

8 Sealed offers in original and 0 copies for furnishing the supplies or services in the Schedule will be received at the place specified in Item 8, or if handcarried, in the depository located in Same as Block 8 until 2:00 p.m. (Hour) local time 7/6/79 (Date)

NOTICE TO OFFERORS – If this is an unpriced solicitation, offers will be publicly opened at that time.
NOTICE – LATE OFFERS: See pars. 7 and 8 of Solicitation Instructions and Conditions.
Offers are subject to the following:

1. The Solicitation Instructions and Conditions, SF 33 A, 1/79 edition which is attached or incorporated herein by reference.
2. The General Provisions, FPMR(6500-38(3/79) edition, which is attached or incorporated herein by reference.
3. The Schedule included herein and/or attached hereto.
4. Such other provisions, representations, certifications, and specifications as are attached or incorporated herein by reference. (Attachments are listed in schedule.)

9 INFORMATION CALL: (Name & telephone no.) (No collect calls)

SCHEDULE

10 ITEM NO.	11 SUPPLIES/SERVICES	12 QUANTITY	13 UNIT	14 UNIT PRICE	15 AMOUNT
	MANUAL CONIFER RELEASE, SITE PREPARATION and FIRE LINE CONSTRUCTION Downieville Ranger District Tahoe National Forest	DO NOT LIST PRICES HERE List under Schedule of Items Part I			

See continuation of schedule on page 4

OFFER (pages 2 and 3 must also be fully completed by offeror)

10 In price with the above, the undersigned agrees, if this offer is accepted within ____ calendar days (60 calendar days unless a different period is inserted by the offeror) from the date for receipt of offers specified above, to furnish any or all items upon which prices are offered at the price set opposite each item, delivered at the designated point(s), within the time specified in the schedule.

11 DISCOUNT FOR PROMPT PAYMENT: a) 10 CALENDAR DAYS % b) 20 CALENDAR DAYS % c) 30 CALENDAR DAYS % d) CALENDAR DAYS %

12 OFFEROR CODE FACILITY CODE

13 NAME AND ADDRESS OF OFFEROR (Type or print)
H&S Brothers Forest Contractors, Inc.
PO Box 26
Goodyears Bar, CA. 95944

14 NAME AND TITLE OF PERSON AUTHORIZED TO SIGN OFFER (Type or print)
LEONARD BERARDI

15 SIGNATURE: Leonard Berardi

16 OFFER DATE 7/27/79

AWARD (TO BE COMPLETED BY GOVERNMENT)

17 ACCEPTED AS TO ITEMS NUMBERED: Items 1, 2 and 3

18 AMOUNT $34,438.00

19 ACCOUNTING AND APPROPRIATION DATA 53211

20 ITEMS NUMBERED ____ AMOUNTS ____ DIFFERENCES SHOWN IN BLOCK 27

21 NEGOTIATED PURSUANT TO: 10 U.S.C. 2304(a) ____ 41 U.S.C. 253(c) ____

22 AUTHORIZED FOR LOCAL REPRODUCTION

23 PAYMENT WILL BE MADE BY CODE
U.S. Forest Service
Tahoe National Forest
Highway 49 & Coyote Street
Nevada City, CA 95959

24 NAME OF CONTRACTING OFFICER (Type or print)
Alan H. James

25 UNITED STATES OF AMERICA
BY (Signature of contracting officer)

26 AWARD DATE 7/27/79

6

Standard Form 33 (Rev. 10-83) Prescribed by GSA FPMR (41 CFR) 1-16.101

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THE WILDERNESS SOCIETY

CALIFORNIA/NEVADA REGION

TESTIMONY OF PATRICIA HEDGE, CALIFORNIA-NEVADA
REGIONAL DIRECTOR OF THE WILDERNESS SOCIETY
BEFORE THE SUBCOMMITTEE ON GENERAL OVERSIGHT,
NORTHWEST POWER AND FOREST MANAGEMENT
IN SAN FRANCISCO, JULY 8, 1985

Chairman Weaver, I appreciate the opportunity to testify on the forest management implications of the recent Forest Service report in question.

I am Patricia Hedge, Regional Director of the California-Nevada office of The Wilderness Society, a national conservation organization of approximately 140,000 members now celebrating our 50th anniversary. While I represent The Wilderness Society, I am also a fourth generation Californian, and I consider the protection of our natural resources a part of my personal heritage.

I commend Ms. DuLaney and the Forest Service people who have conveyed their truths; I trust they will not suffer professionally for having spoken out.

As a graduate student in wildlife ecology, I completed over 30 units in the forestry department at the University of California at Berkeley. Even then it was curious that the preparation of the students in the forestry department was so singularly oriented on computers, by numbers and by formulas to the production of sawtimber. It seemed unlikely that such an orientation would contribute to overall healthy forests when one considers the multiple resources within such a system. Throughout my professional career I have observed my classmates continue their professional careers. It continues to be a curiosity that the computers, the numbers and the formulas should dominate their work.

The Forest Service Review Team Report seems to strive to lessen the impacts of the allegations made in Ms. DuLaney's study. Regardless what answers the Forest Service Review Team received face to face with field personnel, the anonymous comments submitted to Ms. DuLaney stand. We hope Congress will not allow these truths to be lost.

1791-A PINE STREET, SAN FRANCISCO, CALIFORNIA 94109
(415) 771-2020

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There is now a special opportunity for Congress and the Forest Service to look at what the earth can really produce within the context of responsibly managed forest land. We recommend an independent audit of the present system examining the connection between present silvicultural practices and annual targets and budgets set by the Department of Agriculture. If an independent audit shows that a significant amount of reforestation work has not in fact been done -- or was done in an unacceptable manner -- The Wilderness Society recommends that two immediate steps be taken. First, the Forest Service should scale back current harvest levels. Otherwise, the Forest Service may be overcutting our national forests and robbing future generations of a multitude of forest benefits. There is sound precedent for such a response. When Oregon conservationists found that expected regeneration was not in fact occurring on the Umpqua National Forest, the Forest Service reduced the timber sale level.

Second, the audits should be expanded to other forest service regions, particularly the Rocky Mountains, where fragile soil and arid conditions make reforestation particularly difficult.

The Wilderness Society has launched a major nationwide effort to make certain that laws requiring balanced multiple use management on the national forests are enforced. Among the most important conditions are those requiring assurance that timber stands will regenerate. We will closely evaluate California's forest management plans as they are released in relationship to the question that has been raised in this study.

The Forest Service must end the present, perhaps not stated but understood, "promotion by board foot production." There are outstanding professionals whose first obligation is and must be the development and continuation of a sustained yield forest management system -- a sustained yield system that guarantees protection and educated management of, among other values, our fisheries, our soils, our watersheds, and our recreational areas. It would be intolerable to ignore the responses of those within the Forest Service who stated the facts.

There should be a connection between the knowledge of the field personnel who work the land and the expectations of the administrators who have risen to the highest levels; many of these people started their careers by working in the field. It is curious to consider at what level does this knowledge presently stop? At what level of administration and management does it become preferable to have impressive numbers coming out of computers rather than an honest assessment of what comes out of the ground?

It is the obligation of the Forest Service and this Congress to seek and state the truth. Either we join together -- and it will take courage for some -- and correct the existing silvicultural practices that are tied to annual targets and budgets, or we must tell future generations of Americans that we lacked the courage to investigate these allegations and chose instead to produce for them a legacy of phantom forests.

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Testimony of ERIC R. GERSTUNG
representing the
Northern California Regional Conservation Committee
of the SIERRA CLUB

Congressman Weaver, ladies and gentlemen:

I am Eric R. Gerstung of Sacramento, California. I am testifying today on behalf of the Northern California Regional Conservation Committee of the Sierra Club. We are very pleased that Congress is looking into forest regeneration problems on California's National Forests. The Sierra Club is keenly interested in these problems and a wide variety of other forest management issues.

I will discuss only red fir regeneration problems in the Sierra Nevada, the problems I am most familiar with. I have traveled extensively in the Sierra Nevada every year since 1960. By describing these problems in considerable detail, I will demonstrate that fundamental changes in the management of these forests are needed.

During the 1960's and 1970's thousands of acres of old-growth red fir on higher elevation national forest lands in the Sierra Nevada were clearcut in 10- to 40-acre patches. Since natural regeneration of red fir in these clearcuts has seldom occurred except in narrow bands along the edges, a great deal of artificial regeneration has been required.

Judging by my observations and discussions with Forest Service silviculturists, much of the attempted artificial regeneration has been unsuccessful. Repeated restocking of large clearcuts with red fir seedlings has had extremely variable and often disappointing results. Last summer I visited a number of red fir clearcuts between 10 and 20 years old. Many were still devoid of red fir despite repeated planting. Some of the most striking examples of regeneration failures I observed are in the Jackson Meadows area of Tahoe National Forest. I can provide color photographs of these sites if the Subcommittee desires.

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The general failure of red fir regeneration has led to considerable experimentation with alternatives, some of them pretty drastic. In the southern Sierra Nevada, some Forest Service silviculturists became so frustrated with trying to regenerate red fir that they planted Ponderosa and Jeffrey pine. Survival of the pines has generally been good. Unfortunately, snow damage and retarded growth due to frost pockets have been so severe in some areas that the pines are being removed and red fir seedlings tried again. Elsewhere, costly artificial shade is being tried in a desperate attempt to improve seedling survival.

There seems to be a consensus among Forest Service and industry foresters that both natural and artificial regeneration of red fir have generally been more successful in narrow strip cuts, shelterwood cuts, and very small patch or group cuts. Leaving large trees close to the cut provides shade and abundant seed as insurance against failure of the planted nursery stock. Sufficient shade is the key requirement. Forest Service research in red fir management in the northern Sierra Nevada has shown that shade is essential to survival of young red fir. Where sufficient shade is not present, adequate survival of young trees occurs only if they are on relatively cool east-facing slopes or if they benefit from the infrequent rainy suumers during their critical early years.

Although many ranger districts have switched to shelterwood cuts, strip cuts, and small group cuts, clearcutting of red fir is still occurring and is increasing in some National Forests. Some of the new forest land management plans are proposing that as much as 50% of the harvested red fir acreage be clearcut. Some foresters prefer clearcutting because shelterwood methods require more entries to the stand or because leave trees have blown down in some instances, but we believe that regeneration problems are paramount.

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Some Forest Service silviculturists contend that past problems such as poor nursery stock, gophers, and competing vegetation are being solved, so that satisfactory regeneration of large clearcuts will now be possible. Unfortunately, they have lost sight of the fundamental limitations on successful regeneration imposed by alteration of microclimates and absence of essential shade in large clearcuts.

Present Forest Service timber management plans and new land management plans base future timber yields on the assumption that all harvested areas, including clearcuts in red fir, will be fully regenerated within 5 years after harvest is completed. Since this assumed regeneration is not occurring, we conclude that projected yields should be revised to reflect the current mixed results.

Perhaps the Forest Service should impose a moratorium on red fir clearcuts larger than five acres until they have established a record of fully regenerating all red fir clearcuts within five years of harvesting, as required by the National Forest Management Act.

My testimony has emphasized that there have been severe problems with regeneration of red fir on large clearcuts in the Sierra Nevada and that these problems have not yet been solved. Until they are solved, red fir harvesting methods should be restricted to those with a proven record of regeneration success. Forest Service land management plans should use conservative and realistic estimates of regeneration success.

Thank you for the opportunity to testify.

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Subject: The Dulaney Shortcourse Paper (March 1985)
Submitted by: Lynn L. Warren, Forestry Contractor

I believe that the Dulaney Shortcourse Paper can be instrumental in opening new areas of frank discussions and negotiations between conscientious contractors and contracting officers.

Dulaney wants to relieve undue pressures that produce poor quality jobs. I must emphatically support that position. Her study indicates that pre-set targets inhibit on-ground quality. No one who has on-ground experience could dispute that finding.

She indicates that target pressures may influence some employees to falsify reports. I am convinced that such falsifications are rare and that, in most cases, "Ghost Areas" are the result of poor site preparation and administrative oversight.

Dulaney seems convinced that herbicides may at times be effective reforestation aids. I would reject herbicides as a site preparation measure. Dulaney should be well acquainted with the "brown and burn" experiments on the Tahoe National Forest. I would term them miserable failures because one is forced to understock the area due to excessive unplantable spots, caused by dead standing brush.

Enough of herbicides. Let us focus on the main thrust of the Dulaney report.

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Unreal targets produce poor quality work and huge cost overruns due to the necessity to replant and correct inferior work.

I support this position.

Dulaney says -- "Do it right the first time."

All conscientious reforesters must support that position.

We have all seen abuses and wastage by inept and unscrupulous individuals within both the private and public sectors. I believe that the infusion of new blood trained in Forestry Schools and more aware of reforestation goals and techniques has helped in overall upgrading of field projects. Before the last 5 years I witnessed a great deal of shady field adjustment -- i.e. burying trees; skipping areas; disregarding technical charts. I feel the present trend is toward more honesty and better quality.

Within the last five years, however, I have seen Forest Service employees disregard technical specifications for the sake of meeting targets. This occurred often at the Humboldt Nursery where I was employed as a tree puller. Trees were pulled under stressful conditions to fill orders and sent into the field.

Conversely, as a contractor in the field I witnessed a very conscientious COR, Mr. Carroll Powell of the Big Bar Ranger District, making many attempts to correct that particular problem.

I've seen post-planting seedling protectors applied to trees with total disregard for those trees' survival. At the same time

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I've witnessed incredibly close scrutiny and care exercised in the installation of such protective devices. Dave Isle of Stony-Ranger District, Mendocino National Forest, is one of the most conscientious in this regard.

In short, I've witnessed less intentional abuse than incompetent behavior on the part of U.S.F.S. employees.

But let me stress the need for good site preparation.

Good site preparation can eliminate "ghost areas" and "phantom forests". Good site preparation can help keep an honest tally of actual acres planted.

Finally, I would like to propose a method of ensuring quality work and reducing any undue pressure upon Forest Service representatives.

This is simply the introduction of Negotiated Proposals between contractor and government. Let's eliminate shoddy work. Let competent people work out the complexities and get the work done right the first time.

In closing I would like to emphasize that I speak as an independent contractor. I was under the impression when I was asked to testify that I would be given an opportunity to air new views. What I heard instead were the same old herbicide - anti herbicide arguments. In my opinion little of constructive nature can be accomplished at these so-called hearings. Let the field people handle existing problems.

Finally I would like to repeat that I fully support the findings of the Dulaney Report and that I would hope that other issues than herbicides be reviewed -- i.e. the real meat of Dulaney's thesis -- targets hurt quality.

Thank you,

Lynn L. Warren

LLW:rm

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Statement by Christopher J. Kidwell
Forestry Worker, Hayfork, Ca. 96041

RECEIVED
JUL 19 1985
WASHINGTON OFFICE

My name is Chris Kidwell. I am a resident of Hayfork, in Trinity County Ca. I have spent most of my life in the agricultural field in Madera, Fresno, and Trinity Counties, including working for the U.S.D.A. and C.D.F.A. Since moving to Trinity County 3 yrs. ago I have worked on various seasonal Forest Service contract jobs and have also been employed in 2 departments of the U.S Forest Service and I am currently employed by the Bureau of Land Management, Cadastral Survey Branch.

The first job I had in Trinity County was planting trees for a contractor on a Forest Service contract. The crew consisted of roughly 15 illegal aliens and 4 local workers. We were all paid less than the required minimum wage stated in the Forest Service contract. The Forest Service was aware of all the details. Among many mistakes, the F.S. had us planting trees on a 50 acre unit during a heat spell in mid-May in 100° weather. That's when I quit and went to the silviculturalist for an explanation; the answer being, and I quote, "Washington told us to plant them all."

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The Labor Dept. was called by a local worker claiming lower than contract specified wages were being paid. The Dept. of Labor arrived on the work-site, questioned many of us, including the illegal aliens in spanish, without ever asking them for a green card or identification of any kind. He then, within earshot of me, proceeded to tell the contractor how to rework his books to make it look like we were getting paid correctly.

My second job was placing "vexar" (deer protection) tubes over newly planted trees. Again I was paid less than the required minimum wage stated in the F.S. contract. We were required to tube dead trees. One of the areas where we placed tubes I had planted 2 mths. earlier. We had planted a 50/50 mix of Ponderosa Pine and Douglas Fir. As we placed tubes over the unit I realized every fir was dead. Live pine, dead fir, repeatedly over and over. Fir seedlings are unable to live in direct sunlight and here we've created a desert for them.

My third job was hand clearing of brush, competative grasses, and weeds around seedlings, This process is known as "mannal release". It is one

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alternative to herbicides and was still in an experimental stage in our area. I had previously studied the contract and had determined an approximate cost of $300.00 per acre to do the job correctly. I went to work for the contractor who was awarded the job at $120.00 per acre. After the first day I realized that he could not make it for what he had bid. On the third day the silviculturalist, John Clark, stopped to talk to me on the job and told me his own records showed that it cost $250.00 per acre to do the job right. When I asked why it had been awarded for such an unreasonably low bid his reply was, and I quote, "To show the environmentalists that it can't be done." A few days later I quit and asked the Forest Service to default the contractor for not paying wages to his crew. It took the F.S. five more weeks to default the contractor and get him off the job. I personally was out over $400.00 and collectively the workers of Trinity County lost $15,000.00 in unpaid wages.

The spring of 1984 I again planted trees. As is commonly done we found ourselves being given

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dead trees and trees with their buds open to plant. We also planted a unit and were told before starting, that although the trees were healthy, they had not been inspected during shipment from Oregon to California and would possibly be pulled up. Shortly thereafter the Forest Service took their own employees out and pulled up the trees and then re-negotiated with the contractor to replant new ones on the unit. I later learned that this occured all over northern Ca.

I followed this job by tubing again with the constant battles with the local F.S. inspectors and silviculturalists that we've all come to expect. In one location we found ourselves on the heels of an illegal alien crew planting the trees ahead of us as we tubed behind. The F.S. inspector himself told us that they were under-paid, under-fed, and collecting the empty paper bags the trees come in to sleep in at night, and it was frequently snowing.

Although that was the last F.S. contract I worked on I am continually hearing of the trials and frustrations of the local contractors in regards to dealing with the Forest Service. At this very

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time a contractor I know is being forced to use unsuitable materials, flat vexar tubes, to complete a job evidently to meet someones "targets" at the District and Forest levels. In the process the trees are being maimed and killed and the actual purpose of the contract is not being met.

I would like to sum up by pointing out the obvious:

There is not a contractor I know who has not planted dead trees.

70 to 80% of all fir trees planted do not survive the first year. I have never known anyone to plant cedar and massive cedar groves are continually being logged. Very little Sugar Pine is planted. It is clear to me and everyone else doing the job on the ground that a very deffinate mono-culture of Ponderosa Pine, which is suseptable to desease, is inevitable in our area if something is not changed <u>now</u>.

The change that is necessary is to stop the clearcutting and go back to what the law says we should be doing in the first place, selective logging. With selective logging the myriad of seedling care and survival would be virtually

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unnecessary. You do not have to replant, tube, shade card, paper collar, manual release, and spread herbicides at the taxpayers expense. The Forest takes care of itself.

The target system encourages the awarding of contracts to the lowest bidder regardless of the fact that a quality job cannot be accomplished, just to meet the budget restraints and insure job security and upward mobility in the Forest Service ranks. As a result non-local labor, be it from Oregon, the central valley or Mexico is constantly being imported to Trinity County depriving our people of a livelyhood in their own locale.

The burden of Forest Service contract wage and labor standards enforcement should be taken away from the U.S. Dept. of Labor, ~~and~~ The Forest Service, who is on the job-site daily, should be required to police such activities.

The 1985 Information Please Almanac unbiasly states that the U.S. is 1 million acres behind in its reforestation efforts. How can "sustained yeild" ever be seriously considered when this is the case.

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Everything and more that I've brought before you today can be proven by simply comparing F.S. records with what's actually done on the ground. The Forest Service keeps maticulous records and Mother Nature does not lie.

Thank you for letting me speak to you today. Please save our Forests.

Christopher J. Kidwell

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STATEMENT OF ARLENEHUDSON FOR THE GENERAL OVERSIGHT, NORTHWEST POWER, AND FOREST MANAGEMENT SUBCOMMITTEE OF THE HOUSE INTERIOR AND INSULAR AFFAIRS COMMITTEE, JULY 8, 1985

My name is Arlene Hudson, I am from Nevada County, California. I am speaking for myself and my neighbors who live next to and around the Tahoe National Forest and who formed an organization called The Group for Alternatives to Spreading Poisons (GASP).

Although I have been researching toxic issues for the past six years, I am neither an economist or a forester, so I don't have a lot of data to present. Rather I would like to offer an overview to the situation which you are here to investigate today.

First, it is not reasonable to expect people to be forthright about what they are doing when, in effect, they are being mandated to perform that which is above and beyond the ability of nature to accomplish. There are certain immutable laws of the universe which cannot be transcended, congressional mandates notwithstanding. Specifically what this means is -- you cannot establish a virtual desert, which is in essence what is created after a clearcut, and then expect a forest related plant to thrive in such a completely abarrant environment. Herbicides won't make the difference. Manual conifer release won't make the difference. With all due respects to science, and I am a scientist by training, basic common sense will tell you that with

- loss of geological nutrients due to massive soil erosion
- loss of water retentive ability due to an abundance of unoccupied soil
- loss of protective shade due to brush removal
- loss of nutrients due to absence of forest litter and of nitrogen fixing companion vegetation

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you can grow, but you cannot "sustain" even a pulp forest under conditions as abnormal as this.

I don't wish to make a personal attack - although I will supply names on request, but by three different sources in the highest echelons of the Tahoe National Forest I have been given some drastically contradictory figures regarding the cost of manual conifer release versus herbicide release on the same sites. Now either top management does not really have a realistic cost/benefit analysis, or possibly the figures given to me were falsified in order to accommodate a particular point of view. Whatever the reasons, at least two sets, if not all the figures are, at the very least, inaccurate. And, of course, figures relating to manual conifer release versus herbicide use represents only the tip of the iceberg vis a vis Forest Service statistics.

I am hopeful that one of the results of this hearing will be a committee bill or some sort of ensuing legislation. Therefore, I would like to present to you a possible alternative to what is, I think, the present admittably unworkable situation.

I would like to refer you to the last chapter of "Tree Talk".* I would like to refer you to the entire book, but the last chapter contains the meat and the answer for you and for me and for my constituents. I cannot take credit for this, but defer to Ray Raphael, the author.

*Raphael, Ray, "Tree Talk: The People and Politics of Timber". Landed Forestry: A Vision for the Future. Island Press, Covelo, Ca. (1981)

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In essence, the only way to enhance honesty and assure sustainability in the National Forests is to establish a program of stewards -- people who are willing to commit a lifetime to the growth, and the health and the sustainability of the forest -- people who have a vested interest in doing so.

Even age management coincides with the use of computerized yield tables subject to falsification, misrepresentation, human bias, human error and statistical artifacts versus emperically established data. We cannot afford to discover 20 years from now that we made an error in calculation. We must have yeild tables based on emperical evidence and they must be for every compartment and this must involve not just the cutting and the planting but all stages of succession (p. 222).

By a system of stewards, or landed forestry, you gain:

1) A stable labor force (p. 223)
2) A continuity and commitment to a specific piece of land - which includes not just timber production (p. 223), but preservation of wildlife habitat (p. 225) and recreation uses, preservation of fisheries and water quality.
3) A continuity not possible under the present Forest Service system of prescribed periodic personnel transfers.

And because the landed forester would oversee all functions of the forest, you would minimize or eliminate certain forestry related health hazards such as white thumb, tendinitis and kidney ailments (p. 241), and would minimize or eliminate the need for forest related unemployment benefits (p.242).

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You can't really manage a forest-intensively or otherwise-from a computor or a helicopter or a desk in Washington, D.C. This is an on site occupation and should be performed by people who can control an entire watershed (p. 233). In Switzerland foresters are elected (p. 225-227). We might look into this as a method of obtaining accountability. We must not provide financial incentive or reward for liquidating resources (p. 241), or we will do just that.

Landed forestry implies that the caretakers are not paid for timber cut, but rather for growth rates and quality of the timber under their care (p. 235). It would be in their vested interest, and would be empirically verifiable, to sustain a productive forest rather than to feed false data into a computor bank. At the present rate of cut we can't afford to recognize even five years from now that we don't, in fact, have the yield capability that FORPLAN predicted. Forests live longer than we do, so short site now equals not just the very real possibility of not having a sustainable timber resource, as has occurred in China, Persia, large sections of Africa - causing drought and famine - and which is occurring at a phenominal rate in Central and South America, but also perhaps the even more devastating consequence of not being able to retain our watershed so that during years of lesser rainfall, and be - cause of clearcuts, water will no longer be available to downstream users -- which is most of the population -- because it has already been "released" and the forest reservoir destroyed. Clearcutting does not "develop" water, it simply discharges it without the concomitant ability to store it for future use.

Gentlemen, the continued indiscriminate cutting of our forests means not just the possibility of disastrous health effects from herbicide use , or the inability to grow timber on desiccated, devitalized soil, but the loss of entire watersheds and ultimately the capability of manufacturing life sustaining oxygen to our atmosphere. With as broad an overview as I have stated, it is not an exaaggeration to say that in many respects the future of life on this planet is in your hands. I trust you will approach this awesome responsibility with the consideration it deserves.

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Testimony for Congressman Weaver's Hearing on USFS Reforestation Problems
July 8, 1985

As a California registered professional forester (#1855), I have contracted work for the past seven years on the Shasta-Trinity, Six Rivers, and Klamath National Forests. During the course of this work I have inventoried many natural stands of trees and worked on and seen many harvest units. Although the Forest Service has had many reforestation successes following logging, it also has many units where reforestation has been either less than adequate or a complete failure. The Lower Trinity District of the Six Rivers N.F. is a prime example of this, where reforestation records show some units planted three to five times without achieving adequate stocking. The primary cause of these failures, in my experience, is use of the wrong harvesting system on harsh sites.

Northwestern California, excluding the coastal zone, receives most of its precipitation during the winter months of October through March. The rest of the year is typically dry, with hot temperatures during the months of May through September.

In this region are found many associations of tree species, but primarily the Douglas-fir type and the Mixed Conifer type. Both of these types have Douglas-fir, a valuable species for structural lumber, as a primary component. As you move east and south through this region the climate becomes progressively hotter and drier and Douglas-fir reaches the limits of its range because it is unable to reproduce itself under droughty conditions. It is likely that the only reason Douglas-fir has reached as far as it has is because it has reproduced under the pine stands which occupy drier sites.

The Forest Service practice of clear cutting, especially on southern exposures, effectively shifts the micro-climatic conditions to the east and south by exposing the soil surface to direct sunlight and drying winds. This creates conditions unfavorable to reestablishment of

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Douglas-fir, which is the major cause of reforestation failures and the reason why ponderosa pine (more drought resistant but unsuitable for structural lumber) is so often planted on former Douglas-fir sites. It should be noted that in higher elevation stands clearcutting removes the temperature moderating effects of the tree cover and can create frost pockets which are difficult to regenerate.

In recent years forest service managers have generally attributed reforestation failures to their inability to use herbicides to control competing vegetation. I find little truth in this as I have consistently found natural regeneration, in areas of sparse tree cover, growing only within brush patches and individual plants, especially on south facing slopes. On these harsh sites, brush moderates the micro-climate through shading and moisture retention, thus allowing establishment of tree seedlings. Open patches on these same sites often have no natural regeneration due to hot, dry conditions similar to those found on clearcuts. It should be noted that brush may eventually compete with tree seedlings for moisture and thus may eventually affect tree growth, but in the establishment phase it is often beneficial.

It should be further noted that clearcutting itself is generally the cause of rapid growth of competing vegetation. Most brush and hardwood species, when the tops are removed by cutting and/or burning, sprout vigorously from the stumps as they have well-established root systems. Exposure of mineral soil to full sunlight encourages rapid growth and spread of brush, grass, and forbs hitherto inhibited by overstory shading and a duff layer on the soil surface. This increase in vegetation is fortunate in that it reduces rainfall impact on the soil surface and provides a root bonding structure which reduces surface erosion of that most valuable resource, soil.

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Because of rapid site occupancy of clearcut units by other vegetation, anything which delays establishment of conifer seedlings increases the difficulty and/or cost of such establishment. In other words, timing is critical.

Timber sales are generally sold on a five-year contract, any year of which the contractor may log all, part, or none of the units in the contract. This creates scheduling problems for preparing units for planting and for obtaining adequate supplies of seedlings from the proper elevations and seed zones to plant the units. As a result, some units may not be planted the year after harvest or units may be planted with trees unsuited to the site.

Preparation of units for planting by burning the logging slash can create soil conditions inimical to seedling survival. A burn which is too hot can cause soil to become loose and hygroscopic and can destroy nutrients and microorganisms. Most units I have been on have at least some areas where this has occurred.

For optimum survival, seedlings must be planted during the wet season of the year. Many units are inaccessible at this time of the year due to impassable seasonal roads. This is especially true where access to south facing units is partly on north slopes, where lower elevation units are accessed by roads climbing over higher elevation ridges, or where soil types are excessively unstable or slippery in wet conditions. Under these conditions the time for optimum planting is often missed. I have known of planting to occur as late as June, which assures high mortality of seedlings.

Nursery stock can also be a problem. I have heard a number of foresters complain that they have received poor stock from the Humboldt Nursery. Handling and storing of seedlings is critical to prevent root drying and mortality. Undoubtedly many acres have been planted with trees which, though green, were physiologically dead.

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another problem which has surfaced in recent years is from contract tree planting. Contracts are generally let for large acreages to relatively few low bidders. Bids are generally so low that, unless contractors and their planters have high ethical standards and are committed to forest regeneration for its own sake, shoddy and/or dishonest work results. This places the Forest Service in the untenable position of accepting inadequate planting work or defaulting contractors and reprocuring this work at a time when every week is critical to seedling survival. Unfortunately the former is usually the case, and thus many acres which are recorded as planted are only marginally planted. I believe this problem can be ~~lumbered~~ alleviated by letting smaller contracts, which can be handled by local businesses with a personal stake in forest regeneration, by carefully screening contractors to weed out those who are known to do shoddy work and those without adequate experience, and to modify the law to allow acceptance of other than the lowest bidders.

I am sure there are other factors contributing to regeneration failures (such as animal browsing of seedlings) which I have not identified. Let me again stress, though, that the critical factor is the creation of a harsh microsite by clearcutting.

A selective form of harvesting, on the other hand, because it retains a continuous forest cover, provides an ideal micro-climate for forest regeneration. Temperature and moisture conditions are moderated and shading reduces brush, grass, and forb spread and growth. Natural regeneration maintains the genetic diversity of the forest and can be supplemented with planted seedlings during poor seed years. Reforestation activities are generally much less costly, more effective, and the timing is much more flexible.

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any inadequacies in the reforestation effort are buffered because the site remains forested; it will not be lost to brush. additional benefits of this system are resistance of uneven-aged forests to disease, insect, and wind damage, higher quality of trees grown, shortened rotation lengths, minimization of slope failures associated with harvesting (ie. protection of watershed values), and retention of the visual quality of the forest.

In conclusion let me stress that clearcutting can be quite successful, especially in small units, in strip form, on north-facing slopes, or in shelterwood form. But on southern exposures and near the limits of Douglas-fir in northwestern California, selective harvesting is likely to result in a much higher degree of regeneration success of Douglas-fir.

If I can be of any further assistance, please feel free to contact me.

For better forest management,

Kenneth C. Baldwin

Baldwins' Forestry Services

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Comments Relative to the July 8th Hearing on Reforestation in

Region 5 National Forests

I am Joseph Bower, a resident of Trinity County in northern California where the Trinity National Forest comprises nearly 80% of our County's land. I serve as a County Planning Commissioner, and Chairman of the Trinity County Resource Conservation District, and have served on County advisory committees dealing with natural resource issues, such as RARE II and water quality.

My wife, Susan, and I own and live on 80 acres of timber and ranch land. The National Forest borders our property on three sides and our 'backyard' is literally thousands of miles of Forest Service roads and millions of acres of National Forest land. Most of this land is managed primarily for timber, often to the detriment of other resources. These lands contain some of the Nation's last significant stands of old growth forests. Here primeval forest and clear cut lie side by side.

The failures of reforestation in these clear cuts has been evident for years and is a topic of local discussion. Many of us in the community have tried to convince the Forest Service to stop destructive and failing management practices. However, any concern that jeopardizes timber goals is usually given a coat of whitewash and tossed away.

These reforestation problems are a symptom of a greater problem which is mismanagement. Clearcutting is at the heart of this issue. The clearcutting of lower site lands is a costly mistake. It takes lots of taxpayer money to repair this land: often it must be replanted 3-5 times. No amount of money, herbicides or record shuffling will produce the tree farms that are the Forest Servic vision for these sites.

The National Forest Management Act clearly instructed the Forest Service to clearcut only when it is the optimum method. This is clearly not optimum on these lands. Clearcutting is followed by other practices. such as burning for site preparation, that have irreversible impacts and reduce productivity of the site, which is clearly forbidden by NFMA.

These practices also lead to the destruction of fish and wildlife, and are likely to result in the extinction of Spotted Owls and other species. This is in violation of NFMA.

Reforestation failures are the tip of the iceberg. Other renewable resources are being irreversibly lost or damaged also. This is brought about by an agency that measures success in the amount of timber cut and the number of miles of road built.

I hope the committee will not stop at investigation of

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reforestation failures. We must work to reshape the motivation of the Forest Service to more constructive goals than just how much timber they got off to the mill. This timber target mentality leads to poor forest management, causes irreversible damage to the environment, lowers future resource capability, and costs taxpayers lots of money. Forest Service personnel are also led to falsify data for the sake of their careers.

The Forest Service will not admit to these problems and are increasingly better at covering up their messes. Having been involved in administrative appeals and legal action against the Forest Service, I know there is always another numbers game to be played by the agency.

If we expect the National Forest to be managed for multiple use, sustained yield, and according to NFMA, then this committee needs a staff of foresters and other resource specialists. Such a staff would provide you with independent oversight ability to, first, verify that field conditions correspond to record keeping, and, secondly, to verify that management practices are consistent with NFMA, other pertinent laws, and the agencies' own regulations. Lastly, this staff could provide Congress with the ability to investigate reports of mismanagement. I suggest you fund this staff with funds withheld from the Forest Service budget.

It is especially important that you take quick, decisive action because new long term management plans are being prepared for California forests this year. Please do whatever you can to move Forest Service management toward balanced multiple use of our forests and toward compliance with the law.

Thank you for this opportunity to bring my concerns before you. Should any of you wish to see the fake forest on the ground, or otherwise visit Trinity County, please plan to visit with us. We would be glad to show you around.

Joseph Bower

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July 1-1985

I have been working with reforestration projects for the past 12 years. The last 4 years I have been working on my own contracts. I would like to share some observations about clear cutting and treeplanting. The main point is there is a good deal of land being clear cut and devistated that should not be cut in this manner. Some of it should not be cut at all. I have tried to plant trees in cuts that were so steep and rocky it would be nearly impossible for proper regeneration. There are units that are site prepared by burning. The burning does get rid of the slash but in some cases on marginal ground all the organic material a seedling would live in was burnt away leaving gravel. In other cases the stands of trees cut seemed so marginal and the ground unplantable it should not have been cut in the first place.

In suragation I feel a good deal of land is being managed improperly and can not be regenerated properly.

Jim Laetigrola

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